NATIONAL MUNICIPAL REVIEW

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The National Municipal Review

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NEWS for League Members

LOOK Aids All-American Contest

LOOK Magazine will co-sponsor this ear's competition for the "All- merica Cities Awards" which will be nferred on eleven communities for ffective citizen action.

The competition, which has been con- ucted for the last three years by the ational Municipal League in coopera- on with *The Minneapolis Tribune*, rovides recognition of citizens' efforts improve conditions in their own com- unities.

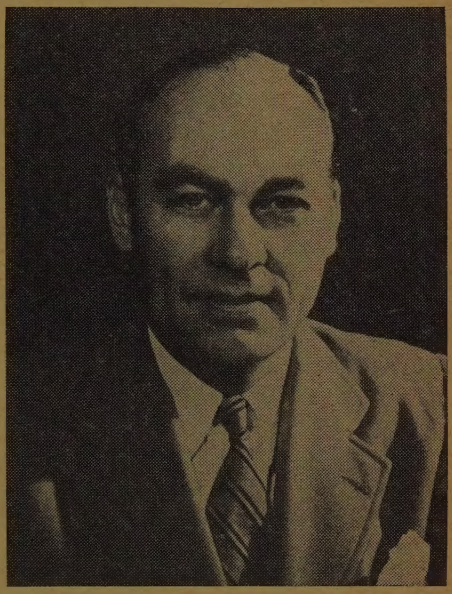
Civic success stories of the competing ities will be told by spokesmen before jury of distinguished citizens and xperts on government at the National onference on Government, which will e held November 17-19 at San Antonio. r. George Gallup, director of the merican Institute of Public Opinion nd a member of the League's Council, gain will serve as foreman of the jury.

In announcing the 1952 competition, r. Gallup pointed out:

"The citations are given not for good overnment or efficient administration r some specific improvement on its wn account but rather on the basis of nergetic, purposeful, intelligent citizen ffort."

Serving with Dr. Gallup on the jury ill be:

Charles Edison, former governor of ew Jersey; Henry Bruère, president f the National Municipal League; arold S. Buttenheim, editor, *The merican City;* Mark S. Matthews, ormer president, United States Junior



George Gallup

Chamber of Commerce. Other jurors will be chosen in the near future.

Nominations of cities may be made simply by writing a letter of about 250 words to the National Municipal League, summarizing the way in which a civic problem was met by citizen action. Nominations will be weighed by the Eligibility Committee and those selected as eligible will be invited to send spokesmen to address the jury, which will meet for two afternoons during the Conference.

To allow time for investigation and for late information concerning incomplete situations, final decisions will be delayed until after the first of the year.

Grant Bolsters League Program

The League's program to spread the base of its financial support and to strengthen its services to meet the demands of the current unprecedented civic activity were bolstered in July by a grant from The Ford Foundation.

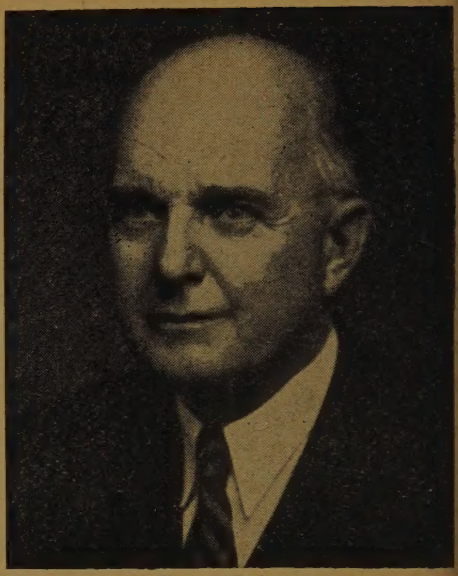
The grant, covering a four-year period, totals $175,000, with $20,000 available for the remainder of 1952 to cover immediate staff expansion. The Foundation will give the League $65,000 in 1953, $50,000 in 1954 and $40,000 in 1955.

The grant is intended not only to bring immediate strength to the League's operations but also to encourage business and industry to underwrite the League's service program more fully.

In notifying Henry Bruère, NML president, of the grant, Paul G. Hoffman, director of the Foundation, wrote:

"It is hoped that the League will be able to increase its regular financial resources during the coming three-year period so as to sustain the program level to be achieved with the assistance of this grant."

Mr. Bruère assured Mr. Hoffman, in acknowledging the grant on behalf of the League, that efforts to widen and solidify the League's financial support would be intensified and that "this generous action will set the work of the League ahead by several years at a time when there is a marked expansion of determined effort by citizen groups to improve their local governments. Your grant will also inspire our organization, as well as equip it, to extend and intensify its aid to such groups."



Henry Bruère

REVIEW Gets New State Correspondents

The latest recruit to the REVIEW's list of state correspondents is Dr. Victoria Schuck of the Department of Political Science at Mount Holyoke, to serve in Massachusetts. Other recent additions to the list include Dr. Paul Dolan, acting chairman of the Department of Political Science of the University of Delaware; Dr. Franklin L. Burdette, head of the Department of Government and Politics of the University of Maryland; and Dr. Paul D. Stewart, acting head of the Department of Political Science at Marshall College, Huntington, West Virginia. The complete list of correspondents appears on the inside front cover of this issue.

Several additional correspondent vacancies remain to be filled in states now inadequately covered.

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Letter to the Editor

To the Editor,
NATIONAL MUNICIPAL REVIEW:

I am not a "Letters to the Editor" addict but when our Research Department showed me the article entitled "Reorganization Proposed for the District of Columbia," which appears on pages 300-301 in the June issue of the NATIONAL MUNICIPAL REVIEW, and I noted the comments and inferences about the Board of Trade's activities, I felt an irresistible urge to write this letter objecting to the report and perhaps provide some education to your reporter, who obviously is either extraordinarily biased or talked only to people who fit into that category.

In the first place, it was stated that "four years later, no plan having been worked out, the appointive three-member commission with modifications was made the District's permanent governing body." While I have not checked, I am sure this comment is practically identical to one made by the Budget Bureau. We do not believe it to be correct. The record of the hearings before the Senate Committee on Reorganization Plan No. 5 contains testimony by us, the board of commissioners and others on this point. I think it can be successfully demonstrated that the commission form of government in the District of Columbia was established because it was considered to be the best form of government for this jurisdiction. It was adopted after several other plans in effect between 1800-1874 proved unsuccessful.

Your reporter refers to the fact that the Board of Trade attacked the Budget Bureau proposal together with "part of the press which for a number of years have led the fight to prevent legislation providing self-government for the District." Since 1916, the Washington Board of Trade has been the leading organization favoring full suffrage for the residents of the District of Columbia, the majority of whom, in our judgment, and particularly the "permanent resident" group, consider that no satisfactory form of local self-government is possible without an amendment to the constitution which would permit the people in the District to elect representatives to Congress.

There have been several so-called "home rule" bills for the District of Columbia introduced in Congress during the last six years. Our membership, which has been polled three times on the issue, and many other residents of Washington considered that these bills contained provisions which were unworkable, impracticable and unconstitutional.

With respect to "part of the press," your reporter should obviously be advised that every single daily paper in Washington vigorously opposed the Budget Bureau's proposal for reorganization of the District under the council-manager form. Your reporter will doubtlessly also be surprised to learn that the opposition to the Budget Bureau's proposal was vigorously supported by most of the organizations which have been ardent advocates of the so-called "home rule" government referred to above. Among these groups were such reactionary organizations as the Central Labor Union, A. F. of L., the Washington Industrial Trades Council C. I. O., Federation of Citizens Associations, Federation of Civic Associations (Negro), Association of Oldest Inhabitants and the Federation of Women's Clubs.

It seems to me that my comments in the preceding paragraph quite effectively dispose of your reporter's conclusion that the Budget Bureau plan was opposed

(Continued on page 426)

Editorial Comment

Wanted: More and Better Politicians

THERE is something wrong when a cross-section of American parents, parodying an old refrain, declaim that they did not raise their sons and daughters to be politicians. A distinguishing feature of democracy is that it invites, in fact it enjoins, all citizens to be politicians. The citizen who eschews politics in effect resigns his citizenship. How many such resignations the country can stand without losing its democratic character is a matter of practical as well as theoretical importance.

Antipathy to politics doubtless stems from many causes but there are two of prime importance. One is the notion that politics is a dirty or unsavory business which must besmirch anyone who touches it. The other is a feeling that, dirty or not, politics is at best a pretty frustrating and thankless, if not a futile, affair for a citizen interested only in the general good.

It must be confessed that both these notions are rooted in a considerable amount of common experience. However, as any regular reader of the NATIONAL MUNICIPAL REVIEW or participant in the League's National Conferences on Government knows, decent politics, defined as active cooperation with fellow-citizens in making good things happen to and through government, can be both a rewarding and inspiring experience. Of course, not everybody reads the REVIEW or attends the National Conference on Government, but virtually every American over five has gone to a school dedicated to a belief in the importance of universal education in a democracy. Ask almost any educator, whether at the elementary, secondary or higher level, about his objectives and sooner or later he will claim that development of civic competence and conscience is a major obligation of education up and down the line. For example, the Committee for the Advancement of Teaching of the American Political Science Association, in its 1951 report, *Goals for Political Science,* has stated categorically that "amongst political scientists in the United States training for intelligent citizenship is the predominent interest and emphasis."

What, then, has been wrong with civic education that it has so far failed to give a majority of American citizens a more constructive and hopeful attitude toward their civic responsibilities? Fortunately, this question is being more actively, not to say furiously, explored and debated than ever before. Civic education in colleges and universities has been getting intensive examination and criticism not only at the hands of the Political Science Association but also in two important reports for the Citizenship Clearing House[1] as well as by other individuals and organizations.[2]

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[1] *Evaluation of Citizenship Training and Incentive in American Colleges (1950)* and *Preparing College Men and Women for Politics* (1952), by Thomas H. Reed and Doris D. Reed, both published by the Citizenship Clearing House of the Law Center of New York University.

[2] See, for example, "Is Civic Education a Fraud," by O. Garfield Jones. The REVIEW, May 1952, page 234.

Below the college level there is even more intensive activity. In addition to numerous local experiments, two major national projects[3] in civic education have been busy studying current practices, experimenting with techniques and producing manuals, brochures and study guides detailing objectives, methods and materials from which a comprehensive program of practical civic education in public schools can be fashioned.

There are at least two emerging tendencies that should help counteract the chief sources of the negative attitude toward politics. One is an attempt to relate civic education to general character training for personal integrity and social responsibility. The other is the recognition that experience as well as theory is just as essential to effective civic education as it is to education for any profession. The student who has learned by experience to perform a valid civic task or achieve a worth while civic goal is much less likely to be a victim of the "it's no use" virus than one who has "learned" all his civics out of a book.

Sound civic education is impossible, of course, without sound teachers — teachers who are themselves dedicated and functioning citizens endowed with an understanding of basic principles, including the principle that government must continue to evolve as society responds to new science and new techniques. Much of the failure of civic education in the past must be attributed to the abysmal political ignorance, to say nothing of the dismal civic outlook, of many teachers. This condition goes back to the failure of the states generally to provide for the proper civic education of their teachers and to the mistaken notion that since the schools must, obviously, steer clear of partisan political entanglements the teachers in them must act as if politics did not exist.

To help correct these errors of omission and of policy, the National Municipal League has long been working by bringing educators and community leaders together in regular and special conferences, by helping them through its nonpartisan program for better government to understand the common political stake of all good citizens regardless of party, and by publicizing effective methods of civic education. Continuation of this effort will be a major objective of the forthcoming National Conference on Government in San Antonio.

Fortunately, it does not take a generation for improved civic education, even in the lower schools, to improve the climate of politics. Children are influential people. Properly prepared by sound teaching, they can teach their parents that politics does not have to be a fate worse than death, nor even than the army.

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[3]Civic Education Project, Cambridge, Massachusetts, and Citizenship Education Project, Teachers College, Columbia University, New York. See the REVIEW, March 1949, page 149; March 1950, page 159; September 1950, page 418; December 1950, page 574; June 1951, page 328; and June 1952, page 318.

Virginia Counties Turn Cities

Municipal incorporation for Warwick and Elizabeth City wins at polls; latter also gets city-county consolidation.

By JAMES E. PATE*

TWO significant changes occurred recently in the local governments of the historic lower peninsula of Virginia. On June 10 Warwick County, by a majority vote of the electorate, was incorporated into the first-class city of Warwick. On June 17 Elizabeth City County, the city of Hampton and the town of Phoebus were consolidated, as a result of popular vote, into the first-class city of Hampton.

The population of the new city of Warwick is estimated as 45,000. Its land area, largely rural and in government reservations with the exception of the heavily populated district near Newport News, is about 60 square miles. The city will continue with the manager form of government which, under County Manager J. C. Morris, has been a conspicuous success since its establishment in 1945. The new charter went into effect in July with a council consisting of the present board of supervisors. Later, elections will be held from the city's five wards for a five-member council.

The new charter continues the present governmental structure, as far as that can be retained under the state constitution. One of the outstanding features of Warwick's county manager government was the integration of all fiscal officers and financial functions of the county government in the department of finance under a director responsible to the county manager. While counties that adopt the manager form of government are allowed to do this, by some strange quirk in the state constitution cities are required to elect their treasurer and commissioner of the revenue. Warwick's new city charter puts these officers, by definition, in the department of finance under supervision of the city manager. But it remains to be seen whether the so-called constitutional and elected officers will cooperate with appointed officers.

The new city of Hampton will comprise a population of approximately 62,000 and a land area of 60 square miles. The area within the limits of the former city of Hampton —an independent city adjoining Elizabeth City County — and the town of Phoebus become boroughs that retain the names of these old communities. The two magisterial districts of the county become boroughs that also continue their names of Wythe and Chesapeake. The new city council will, until elections are held, consist of the members of the county board of supervisors and the mayors of Hampton and of Phoebus. The new city, as did the

*Dr. Pate is professor of political science at the College of William and Mary and chairman of the Williamsburg, Virginia, City Planning Commission. He acted as research adviser to the Lower Peninsula Planning Commission's Consolidation Study Committee, whose report recommended the merger into one unit of the five counties and cities in that area.

former city of Hampton and the former Elizabeth City County, will operate under manager government.

The recent changes by which one of Virginia's original shires has evolved into a city of the first class with a modern form of government, and where three political subdivisions have consolidated into a larger city, are the result of a movement which began several years ago[1] to consolidate all five governmental units of the lower peninsula—Warwick and Elizabeth City Counties, Newport News, Hampton and Phoebus. This issue was presented to the voters in 1950, but consolidation was beaten by the adverse vote of three of the five communities. Warwick County and Newport News favored consolidation.

Further Consolidation Indicated

The result of the June referenda has been to establish three cities of approximately equal size in an area that is one by all historic, physical and economic reasons — Warwick, Hampton and Newport News. Another result is that it puts Newport News, the central city of the group, in a helpless position as far as future expansion is concerned. As a matter of fact, a powerful argument in favor of the counties incorporating into cities was to forestall any future annexation by Newport News.[2] The distress of the central city again focuses attention on consolidation of the three contiguous cities into one. The general opinion is that the June referenda have advanced consolidation. Some leaders say that consolidation of the three cities is the next move for the communities of the Lower Peninsula of Virginia.

Both the time and the way have been prepared for such a consolidation. An election may be held for this purpose in November. A charter is ready for the greater city of "Hampton Roads" or of "Virginia City" as the proposed city is called in the charter that finally was passed by the General Assembly in 1950. The proposed charter entered the General Assembly with the name of "Hampton Roads." Strong opposition was voiced, from the south side of this famous body of water where the Monitor and the Merrimac once clashed, to the new city of the north side taking an ancient name which had become the trade-mark of the entire area surrounding Hampton Roads. Some gentlemen in the General Assembly therefore saw to it that the name was changed to "Virginia City," which of course is a respectable title for any city but not at all acceptable to the northsiders.

By this charter the historic names of the three cities can be perpetuated as "boroughs" on the assumption that the people's loyalty is attached to the community rather than to the forms of government or to an office. A serious obstacle to any merger, however, is that local officers' loyalty is generally attached to the office. There are remnants of an old

[1]See the REVIEW, September 1949, page 393; May 1950, page 251.

[2]Under Virginia law cities, all of which are independent of counties, may move, through the courts, to annex adjoining urban county territory. In most cases the annexation has been approved by the courts.

doctrine that one has a vested interest in his office, especially if it has been in the family for two or more generations or if the occupant has long been in possession thereof. The name "borough" was acceptable in colonial Virginia to designate certain semi-urban areas, and there was no serious opposition to its revival to designate the historic divisions of the new city.

Manager Plan Provided

The charter of the proposed new city provides for council-manager government. All members of the council will be nominated by petition and elected at large. Borough representation is provided by allowing the voters of each borough of the city to nominate candidates "from which one shall be elected at the general election as a member of the city council from each borough." The charter provides for the usual relations between manager and council, and between manager and the nine administrative departments—personnel, finance, public works, public safety, public welfare, law, parks and recreation, public health, and water works.

The proposed charter provides for a complete merger of the several local governments. An alternative to this plan was provided by the General Assembly in 1948, however, as a means for the communities to get together on their interlocal problems without consolidation. This plan allows each political unit to enter into a loose confederacy by way of a "metropolitan commission." Each community's governing body will appoint a representative to the commission which may in turn appoint a "metropolitan manager" who shall direct "the activities of the commission."

The purpose of the proposed commission is to facilitate the management of functions common to the area. It may be presumed that under this organizational device one metropolitan commission will take the place of several separate agencies that are now managing the airport, the water system and hospital. It would likewise become the agency for handling future functional consolidations. The commission is also authorized to "enter into contractual arrangements with the governing bodies of the respective political subdivisions for the performance of certain governmental services" — a device that has been useful in handling the common problem of several metropolitan areas.[3]

[3]For instance, see Ronald M. Ketcham, *Intergovernmental Cooperation in the Los Angeles Area.* University of California Press, Los Angeles.

The Twilight of the Township

Small local unit, relic of horse-and-buggy days, has outlived usefulness; functions transferred to county.

By CLYDE F. SNIDER*

AN early landmark in the development of American political institutions is today approaching oblivion. Long a standard feature of local government throughout most of the midwest and in a few areas elsewhere, the civil township is in the death throes of a struggle for survival.

The United States Bureau of the Census, in its *Governments in the United States in 1951*,[1] reports the existence of 15,889 organized townships in sixteen states. In a majority of those states township government blankets all rural areas; but in some, under optional legislation, townships exist only in certain counties or parts of counties. Civil townships are found generally throughout New York, New Jersey and Pennsylvania, and in a few areas in South Carolina and Washington. However, the high concentration of township government in a solid block of eleven midwestern states (Illinois, Indiana, Kansas, Michigan, Minnesota, Missouri, Nebraska, North Dakota, Ohio, South Dakota and Wisconsin) justifies use of the term "midwestern township" to distinguish the county subdivision in the sixteen so-called township states from the New England town.

This article is limited to townships of the midwestern type, and more particularly to those of the midwestern region, and has no application to the towns of New England. The latter have always been, and remain today, the principal units of local government in their area, with counties actually lacking governmental organization in Rhode Island and occupying a position of distinctly minor importance in other New England states.

A product of frontier civilization, the midwestern township represents in part a transplanting to the westward of New England's system of town government,[2] but its structure was also influenced in a substantial measure by the congressional township introduced into the Northwest Territory by the famous Survey Ordinance enacted by the Confederation Congress in 1785.[3]

The congressional township system of land surveys ultimately spread

*Dr. Snider is professor of political science at the University of Illinois. He has been a staff member of the Illinois Legislative Council, the Illinois Tax Commission and the Illinois Department of Revenue and is author of *American State and Local Government* (1950) as well as pamphlets and articles on township and county government, public finance and other governmental subjects.

[1]U. S. Government Printing Office, Washington, D. C., 1952.

[2]Following New England terminology, the county subdivisions in New York and Wisconsin, though similar to townships elsewhere and here classified as such, are officially designated as towns.

[3]Not to be confused with the ordinance of 1787, sometimes called the Northwest Ordinance, which, following the Survey Ordinance by two years, provided a form of governmental organization for the territory.

widely to the west and south and influenced civil townships with respect to both size and form. Though individual civil townships vary in area, the large majority tend to approximate the 36 square miles of the congressional township, and in laying out the civil units there has been a strong tendency to follow the checker-board pattern of the survey system. Indeed, some state laws providing for the laying out of civil townships expressly require that their boundaries be made to conform "as nearly as practicable" to those of the congressional townships.

Township Functions

In pioneer days with their primitive facilities for communication and transportation, the township served as a convenient subdivision of the county for the performance of local public services. Justices of the peace and constables elected from the township dispensed simple justice in neighborhood disputes and dealt with minor infractions of the criminal law. Overseers of the poor saw to it that destitute members of the community did not go cold or hungry. Highway commissioners opened and maintained local roads to provide township residents with access to schools, churches and markets. And township assessors appraised real estate and personal property for purposes of taxation.

Other functions, most of them minor, were assigned to townships in various states. Generally speaking, however, the major functions of township government have never exceeded four: law enforcement and judicial administration, road maintenance, poor relief and property assessment.

To carry on their local activities, townships were provided with an elaborate governmental organization. A township board of elective and/or ex officio members managed township property, examined claims against the township and approved their payment, and appointed certain minor officials. Approximately half the township states provided by statute for an annual meeting of township voters, patterned after the New England town meeting, with authority to levy taxes, vote appropriations and enact by-laws. Where such meetings were not provided, these policy-determining functions were vested in the township board along with its administrative duties.

In addition to the board, and the popular meeting where provided, numerous other township officers were required or authorized by state statutes. Some offices were filled by appointment and others were constituted on an ex officio basis, but many were elective.

These, then, were the traditional functions of the township and the officers and agencies provided for their performance. And for something like a century the township operated with a reasonable degree of satisfaction in providing the modest local services demanded of government in rural areas. More recently, however, and particularly during the decades of the 1930s and 1940s, township government has been falling into general disfavor and indeed in some instances has been abolished.

For this trend three principal reasons may be assigned.

In the first place, improvements in communications and transportation have made it no longer necessary that local officials be stationed in subdivisions of the county to be readily accessible to the citizenry. Secondly, the expansion of governmental services at all levels has brought into the spotlight the duplication, waste and inefficiency flowing from governmental operations in minuscule township areas. And, finally, the increased costs of government in years of depression and war have intensified tax-consciousness and stimulated popular demand for the elimination of waste and inefficiency. As a result, there has been a consistent tendency to transfer township functions to the county and to de-emphasize the township in the over-all governmental setup.

Township Justice

As an organ of judicial administration, the justice-of-the-peace court in its traditional pattern is no longer either satisfactory or necessary. "Justice" as dispensed by these lay tribunals has fallen into general disrepute. The complex legal relationships of modern society scarcely lend themselves to adjudication by magistrates untrained in the law. The fee method of compensation has engendered prejudice in favor of the plaintiff in civil cases and, in the domain of the criminal law, has encouraged the operation of speed-traps and the splitting of fees with arresting constables. Furthermore, automobiles and good roads, by making the county seat readily accessible to all residents, have rendered unnecessary the maintenance of a court in each community of the county. Surveys have shown that, save where they work with justices in the operation of speed-traps, constables today give little attention to police duties, confining their activities almost solely to the serving of process for justices' courts. If the latter were abolished, no reason would longer exist for the office of constable.

What is needed today is a supplanting of justice - of - the - peace courts by a system of minor courts county-wide in jurisdiction[4] and presided over by salaried magistrates, preferably appointive and chosen from the legal profession. Missouri and New Jersey, under their recently adopted constitutions, have pointed the way toward sensible reform. The Missouri constitution abolishes the justice-of-the-peace system and establishes in each county one or more magistrate courts with county-wide jurisdiction. In the less populous counties the probate judge serves ex officio as a magistrate, with any additional magistrates in such counties, and all those in the larger counties, being elected. Under New Jersey's constitution, elective justices of the peace have been supplanted by district and municipal courts served by appointive magistrates.

Though these two states afford outstanding examples, they are by no means alone in their efforts to improve local justice by abolishing jus-

[4]Justices of the peace, though elected by townships, now have county-wide jurisdiction in many states in criminal matters and in some states in civil cases as well.

tices of the peace. Certain counties in various other township states, under special or optional statutes, have established inferior courts of county-wide jurisdiction, presided over by salaried judges, to handle cases formerly tried by justices' courts.

When country roads served merely as thoroughfares for horse-drawn vehicles carrying farm families to town and church and their produce to market, the primitive highways of the times could readily be built by township highway commissioners with the assistance of neighborhood farmers. Today, however, with the demand for all-weather roads designed to carry not only passenger automobiles every day of the year but heavy-duty vehicles such as milk trucks, school buses and farm trucks loaded with grain and livestock, highway construction and maintenance become a major task of scientific engineering and one that requires an administrative unit larger than the township.

Most townships are too small either to employ a qualified highway engineer or to provide the expensive machinery required for modern highway maintenance. If such machinery is purchased it is likely, because of the small mileage involved, to be idle—and perhaps rusting—much of the time. Furthermore, some townships are financially able to provide better roads than others and, where the township is the basic unit, there is no assurance that the local roads of the respective communities will be maintained as a coordinated highway system.

Dissatisfaction with the township as a road unit has resulted in the past quarter-century in a marked tendency to transfer the highway function from the township to the county. Some states, such as Indiana, Michigan and Oklahoma, have transferred all township roads to the respective counties, thereby completely eliminating the township as a highway unit. Others have enacted optional laws under which individual counties, by local action, may assume jurisdiction over township roads. Under a statute of this nature, for instance, about half the counties of Kansas have adopted the county-unit plan. And even where the township has been retained along with the county as a highway unit, there has been a gradual transfer of mileage from township to county jurisdiction, thus making it less and less feasible, from a financial standpoint, for the township to maintain a highway organization.

Welfare Picture Changed

As a welfare unit also, the township has steadily declined in importance. General poor relief as once administered at the township level was designed to provide for all indigents who became public charges without regard to their age or cause of dependency. Since the advent of social security, however, the federal-state programs of categorical assistance—old-age assistance, aid to the needy blind, aid to dependent children and aid to the totally and permanently disabled—have in substantial part supplanted general relief. Administered directly by the state or, more commonly, by county agencies under

state supervision, the categorical programs are financed in part from federal funds and in their administration or financing the township rarely has a part. The general relief case load is reduced in most townships to a point where, in normal times, there is little justification for maintaining a township relief office.

When, because of widespread unemployment, the general relief load becomes heavy, the program scarcely lends itself to administration by an overseer of the poor or assistance supervisor who, whether elected or appointed, rarely has had any professional training in the welfare field. Modern welfare work has become a highly specialized field of public administration, and the county is ordinarily the smallest geographic area in which it is practicable to provide qualified administrative personnel. In the matter of finance also the county is preferable to the township as a relief unit since, in times of depression, the townships in which the relief load is heaviest are likely to be the very ones which, because of the low value of taxable property, are least able to provide relief funds from local sources.

It would seem advisable, where such action has not already been taken, to transfer what is left of the general relief function from the township to the county for administration by a county department along with other welfare services.

Finally, as a unit for assessing property for taxation the township is rapidly giving way to the county. For many years the general practice was to provide for periodic assessment of real estate and personal property by assessors popularly elected in the respective townships. Poorly qualified officers, discrimination in assessments and competitive undervaluation as between townships were the inevitable results. County boards of review, while perhaps adjusting some of the more glaring inequities, proved a poor substitute for proper assessment in the first instance.

In an effort to raise the standards of the assessment function, its performance has now in many instances been transferred to the county government. Iowa in 1947 abolished the office of township assessor and established the county as the basic assessment area. Similar action, with respect to some or all counties, has been taken in several other states and is currently being considered in still others.

Duplication Expensive

In every major field wherein townships operate — law enforcement, highways, poor relief and property assessment — county government in most states is also charged with responsibilities. In this situation, if actual overlapping of functions does not occur, at least there is duplication of governmental machinery. Both county and township agencies exist for performance of services in the same fields. Thus the county is readily in a position to take over functions transferred to its jurisdiction from the townships and, in the instances where such transfer has been made, the result appears quite generally to have been more efficient services at lower costs.

Under these circumstances, it is not surprising that state after state has transferred one or more of the traditional township functions to county jurisdiction. With each such transfer the importance of the township in the governmental setup is correspondingly diminished. In most township states the township is today little more than the shell of its former self, and in two states, Oklahoma and Iowa, the township has been almost completely eliminated from the picture. Oklahoma, in the 1930s, virtually abolished the township as a governmental unit by a constitutional amendment depriving it of the taxing power; whereupon its sole remaining function of major importance — that of highway maintenance — was transferred to the county by legislative enactment. And in Iowa[5] township government has so "withered away" that the state's 1,600 township areas, though included by the Census Bureau in its 1942 census of governmental units, are omitted from its 1951 count.

Eliminate Township

Twenty years ago a committee on county government of the National Municipal League found the township "no longer a satisfactory organization for the administration of local services." Recommendations were made for the gradual elimination of townships by transferring their functions to the county, city or state; permitting individual townships to deorganize or consolidate; and providing that townships may be abolished in particular counties by local option.[6] The two decades since the filing of this report have demonstrated the wisdom of its proposals and witnessed substantial progress toward their fulfillment. The widespread transfer of township functions to the county has been an outstanding characteristic of those decades. In many urban communities township functions have been transferred to the municipal government, with township organization in some instances being largely merged with the municipality. Some townships, in Minnesota and elsewhere, have been deorganized. And several states authorize county-by-county abolition of townships by local action.

Both reason and experience assert that the civil township of the midwest is a costly relic of other days, whose vitality has for many years been declining and whose remaining functions could better be performed by other governmental units. The stock arguments advanced for preservation of the township are that it "keeps government close to the people" and serves as a "training school in democracy." These arguments are scarcely persuasive, however, when one considers the widespread unwillingness to accept township office and the lack of popular interest in township meetings and elections.

Many township offices remain unfilled either for want of candidates or because those elected to them, frequently by a small write-in vote

[5]See also page 397, this issue.

[6]Arthur W. Bromage, *Recommendations on Township Government*, Report No. 3 of the Committee on County Government of the National Municipal League. NATIONAL MUNICIPAL REVIEW, February 1934, Supplement.

and sometimes merely as a joke, fail to qualify. Township elections quite generally attract a smaller vote than do elections for the choice of county, state or national officers. And where the township meeting exists public apathy is evidenced by the small attendance. In townships having several thousand voters it is not unusual for a meeting to have in attendance only a handful of citizens in addition to the township officers. In rural areas the meeting frequently draws as few as a half-dozen non-office-holding citizens and sometimes none at all, in which event the officers themselves, in their capacity as voters, constitute the meeting.

Thus the primary local assembly, devised in New England states as a means of removing policy-making from the hands of town officers and placing it directly in the hands of the local voters, fails to achieve its basic purpose in the midwestern township, where policy formation reverts to the official group as a result of voter abdication.

From whatever angle considered, the conclusion seems inescapable that the sunset of township government even now is past. Year by year its twilight deepens. As an instrumentality of government the civil township has outlived its usefulness and those interested in improving our local institutions will do well to foster, in every legitimate way, its ultimate demise. Far from endangering local self-government, elimination of townships would actually strengthen it at the county and municipal levels and, for this reason, might well discourage the further shifting of authority from local areas to the state capitals or to the national government in Washington.

Iowa Townships Still Here?

While the Bureau of the Census has dropped them as units of government, they continue to function in a small way.

By RICHARD C. SPENCER*

ACCORDING to the Brookings Institution,[1] "Iowa has outgrown the township and the time has come for the abolition of this local unit." The Governments Division of the United States Bureau of the Census, in its *Governments in the United States in 1951*[2] omits Iowa townships from its count of governmental units.

There is not necessarily a connection between the Brookings recommendation and the census decision to omit. In fact, the Census Bureau seriously considered, but finally decided against, the omission of Iowa townships in its count in 1942.[3] State legislatures have, of course, been stripping the township of its earlier importance and most students of local government agree that under modern conditions the township is not and cannot be an effective governmental unit. Iowa townships have been shorn of most of their earlier governmental power, but the form and some of the substance persist. Local sentiment is jealous of those forms even though frequently there are not enough candidates to fill the township's elective offices.

Some laws giving townships power still persist. In practice many of these potential powers, however, are exercised in the form of recommendations to the county board of supervisors and the services involved are paid for from county funds.

Although poor relief is either handled or supervised now by the county and is paid for from county funds, the township trustees by law still have the duty to extend relief, short of county institutional care, until the county supervisors or their overseeers of the poor act. Since this is at county expense, the trustees in effect only make recommendations to the county board of supervisors.

Iowa roads are classified as primary and secondary, and the latter are constructed and maintained by the county, but the township trustees are still looked to by the supervisors for their annual recommendations as to which roads need preferential attention. Again, it is only a recommendation.

The township trustees, by law, may also act as the local board of health for the township and may employ a health officer to carry out the health laws and State Health Department regulations. The county pays the bills and an optional county unit health law is supposed to provide for unified, or at least coordi-

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[1]*Report on a Survey of Administration in Iowa,* 1933, Vol. 1, page 41.

[2]State and Local Government Special Study No. 29, a study of governmental units preparatory to its anticipated census of governments for 1952.

[3]*Governmental Units in the United States, 1942.* U. S. Government Printing Office, Washington 25, D. C., 1944.

nated, effort, but it seems that some township boards of trustees engage the health officer without previous county consultation, even though the township does not pay the cost.

The township trustee functions of fence viewer and claim adjustor for levees and drains and for damages done by trespassing animals are not entirely gone. These functions may, however, like those of the township-elected justices of the peace and constables, be considered as belonging to the county or state rather than to the township. Compensatory fees or costs are collected through the machinery of the county, and appeals go to the courts. The assessment of property for taxation is also essentially a county function and now is handled by county assessing machinery rather than as formerly by township-elected assessors. In deference to township sentiment, however, assistant assessors may be appointed for particular township areas.

Road houses or comparable places of gathering and amusement may operate in rural areas only on the basis of a license granted at the discretion of the township board, an activity that may be looked upon as an extension of the county government. Township areas, unless further subdivided, serve as election precincts, and township trustees and clerks, with certain exceptions, are among the election judges and clerks and are paid from county funds.

Thus far, in spite of laws still lingering on the statute books, there seems to be no case for considering the Iowa civil township government as more than an empty shell or, more charitably, as a politic arm of county administration. Even the four dollars per diem allowed the township trustees and clerks for meeting days (anywhere from one to a dozen a year) is paid from county funds.

There is another side of the coin which depicts the character of a governmental unit. Each township, outside of certain cities, may—and most of them do—elect three trustees and a clerk by popular vote. It frequently happens that not enough candidates are available for election and the elected trustees must fill vacanies. Occasionally the county auditor may be called upon to appoint a complete board.

Township Taxing Powers

These trustees have a taxing and, with the consent of the voters, a borrowing power for certain purposes. The township government may condemn or purchase land, and levy the tax necessary, for the establishment, maintenance and management of a cemetery. Or it may provide for burial in a non-township cemetery. Probably most rural townships levy such a tax, if the practice in three counties and the opinions of their county officials may be accepted as anywhere near typical. All but one of twenty townships in Benton County levy a cemetery tax, all but one of nineteen in Linn County, and all but two of sixteen in Sioux County. The amounts of the tax thus levied in Linn County for 1951 ranged from $50 to $1500.

The township may construct and maintain a township hall not only as a place for the board to meet and

for elections to be held but also as a community center. Five of the nineteen townships in Linn County in 1951 made a levy either for capital expenditure or for repairs, ranging from a mere $2 to $700. Eight of the Benton County townships levied a township hall tax. The original cost of such a hall may be spread over taxes of a five-year period provided the expenditure and tax are originally voted by the township electors. In form, the trustees certify the amount and the county supervisors technically make the levy.

In like manner, a township, by popular vote initially but maintained by the trustees, may provide for purchase and maintenance of fire-fighting equipment and its housing, and a bond issue for original purchase may extend for as long as ten years. Technically the trustees levy the annual tax. The township may go it alone in fire protection or may cooperate with another township or with an incorporated town. Six Linn County townships levied a fire equipment tax of from $300 to $3000 in 1951 but only one township in Benton County levied this kind of tax and for only a small amount.

Townships may also levy a tax for the purpose of contracting for library services but few, if any, take advantage of this authority. Other library services may have made this a dead issue.

These township transactions are small potatoes, to be sure. The total expenditures of all townships in a county may amount to less than one per cent of the total expenditures of the county government. In the performance of three active functions—cemetery, township hall maintenance and fire protection—the township is operating essentially as a special district. But the unit is designated in law as a township and is the vestige of a formerly true and important local unit, and its officers still perform, if only on an advisory basis, some general governmental functions. Unlike the municipality or the county, the Iowa township was never more than a *quasi* corporation.

A Knotty Problem

The Governments Division of the Bureau of the Census has no easy task. For its purposes, it must define and classify governmental units in order to collect, analyze and report statistical data in an understandable form. The welter of laws and resultant maze of interrelationships of local governmental functions and authorities have defied complete description and analysis. From a statistical reporting point of view, considering the gradual fading of township governments, the Governments Division is probably right in omitting Iowa townships; but if it undertakes to report governmental spending for the custody of a lot of dead people in Iowa, for instance, it must either count at least the "cemetery-district township" as a separate unit or arbitrarily attribute this governmental cost to county government.

News in Review

City, State and Nation . . . . . *Edited by H. M. Olmsted*

Tennessee to Have Constitution Convention

Delegates Will Be Limited to Six Specific Subjects

ON AUGUST 7 the people of Tennessee, by a vote of 53,933 to 37,047 (unofficial), decided in favor of holding a limited constitutional convention.[1] Ninety-nine delegates, from the districts used for the state's House of Representatives, will be chosen in the November election this year.

The convention will be limited to consideration of these six specific topics:

(1) Elimination of the poll tax (which by statute has been dropped as a qualification for voting),

(2) Increasing the term of the governor—now fixed at two years,

(3) Increasing legislators' pay,

(4) Changing the amending process,

(5) Strengthening the governor's veto power,

(6) Home rule for local governments.

The convention is expected to meet in April 1953. Amendments which it proposes would be submitted to a statewide referendum.

Florida to Vote on Eleven Constitutional Amendments

At the November election the people of Florida will pass upon eleven proposed amendments to the state constitution, which dates from 1885 and already has 87 amendments. Those now proposed are:

(1) To enable county boards of public instruction to borrow money for school buildings and other school improvements in anticipation of the $400 per instruction unit per year now provided under the "minimum foundation program" for capital outlay purposes. Automobile license taxes would be earmarked for the purpose.

(2) To increase the Supreme Court from seven to ten members; to give it power to regulate the administration and procedures of all courts in the state, the chief justice to be the chief administrative officer; to permit the court to separate into sections for certain broad classes of cases; and a few other matters.

(3) To empower the legislature to grant any county a home rule charter and to provide a method by which a county may frame its own charter.

(4) To add one judge in the second judicial district, containing the state capital.

(5) and (6) To create two additional state senatorial districts.

(7) and (8) To consolidate tax assessing and collection in two additional counties.

(9) To abolish the office of county solicitor in Dade County (Miami), criminal prosecutions to be in the hands of the state attorney for that county.

(10) To abolish the special criminal court of record in Escambia County (Pensacola), transferring its duties to the circuit court, with one additional judge.

(11) To substitute salaries for fees for Escambia County officials.

In a pamphlet explaining the amendments, Professor William F. Larsen, director of the Public Administration Clearing Service of the University of Florida, criticizes the practice of including local and minor details in the constitution, and says: "Matters which

[1] See the REVIEW, May 1951, page 260, and July 1952, page 352.

might well be left for legislative adjustment and decision thus become constitutional issues which can be handled only by constitutional revision or amendment. . . . In order to achieve much needed improvements we must continue to amend our patchwork constitution while in the same instance we must acknowledge that further and continued amendment of that document is not always the best answer for our problems."

Need for Apportionment

In connection with amendments five and six above, Professor Larsen points out that the counties that would obtain the additional senatorial districts already have less than the statewide average population per district and thus are not underrepresented. Disparities as to the number of people in Florida senatorial districts are great; Jefferson County with a population of 10,413 and Dade County with 495,084 have one senator each. The statewide average is 72,929. Amendments five and six would increase the extent of disproportionate representation.

Oklahoma Changes Process of Amending Constitution

By a vote of more than two to one, the people of Oklahoma on July 1 adopted a constitutional amendment which permits the constitution to be amended by "article"—as the major sections are called — provided the article embraces not more than one general subject. Each such article shall be deemed to be a single proposal for the alteration of the constitution, and is to be voted on separately.

Heretofore a desirable alteration in the constitution might require several amendments in a given article.

Initiative and Referendum Weakened in Arizona

The Arizona Supreme Court, in a four-to-one decision on July 16, vitiated the statutory initiative and referendum provisions of the state constitution and opened the way to revision or repeal of all such measures approved by the voters to date. The court held that the legislature has the power to amend or repeal, and the governor the power to veto, any initiative or referendum measure adopted by less than a majority vote of the qualified electorate. Measures approved by a majority of all qualified voters are beyond the power of the legislature to amend or the governor to veto; however, none of the 33 initiated and referred laws on the statute books today were adopted by a majority vote of the entire electorate.

The court reached its decision through a strict interpretation of the 1914 amendment to the Arizona constitution, which states that "the veto power of the governor, or the power of the legislature, to repeal or amend, shall not extend to initiative or referendum measures approved by a majority vote of the qualified electors." Although, as Associate Justice R. C. Stanford, the lone dissenter, pointed out, all the state legislatures, governors and judges in the past have construed this section to mean a majority of the votes cast, the four justices comprising the majority ruled that "a majority vote of the qualified electors" means a majority of the registered voters.

Short of reversal by the court of its position, the traditional meaning of the constitutional amendment placing initiated and referred measures beyond the power of the legislature and governor can be restored only by the amending process. There already is discussion of

plans to bring such an amendment before the voters in November 1954. The recent court decision is not applicable to constitutional initiatives.

The majority opinion, in explaining the position of the court, said: "We are of the opinion that to permit the legislature to make needed amendments to ill-considered initiated laws or referred measures that, through the passage of time, have become obsolete will be a step forward and relieve the people of shackling legislation."

The action originated in the petition of Representative L. S. Adams asking the Maricopa Superior Court for an injunction to prevent Wesley Bolin, secretary of state, from placing on the November ballot the referendum measure, originated by the last session of the legislature, which resubmitted to the voters the public employees' retirement act, adopted as an initiative in 1948. When the Superior Court denied the petition, Adams appealed to the Supreme Court.

If upheld in November by the voters, the retirement act could be revised or repealed by the legislature. If the voters approve the initiative measure providing for a severance tax, long opposed by the mining companies, the legislature could amend or repeal the law.

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Legislatures Pass Reorganization Measures

In a summary of 1952 state legislation in *State Government,* the Council of State Governments reports a number of legislative actions dealing with organization, procedures and facilities of state governments. These include:

Georgia: Expansion of merit system to cover most state employees; governor authorized to issue executive orders, on the request of department heads, to bring state agencies under the merit system. Salaries of legislators increased from $15 to $30 a day while legislature is in session. Constitutional amendment approved for submission to popular vote in November, which would give the governor 30 instead of five days, after the end of a legislative session, to sign or veto bills.

Kentucky: Constitutional amendment, to be voted on by the people in 1953, would shorten the state ballot from nine to four officials—governor, lieutenant governor, attorney general and auditor. Salaries of various state, county and city officials increased. Department of Mental Health established, with provision for expanded treatment of mental defectives. Court of Appeals is directed to adopt simplified rules of civil practice and is relieved of part of its load by raising the value limit on cases for appeal.

Mississippi: Department of Audit established, under the jurisdiction of the state auditor, its staff to be under the merit system; it will have extensive powers, including pre- and post-audit of fiscal operations of state and local agencies. State Game and Fish Commission reorganized and its fiscal operations brought under legislative control, ending the commission's power to spend hunting and fishing revenues without specific legislative authorization. Salaries of state officials and employees increased.

Missouri: Constitutional amendment to limit regular legislative sessions to five months and special sessions to 60 days referred to the people.

New York: Temporary Commission on Coordination of State Activities continued for another year, with increased appropriation. Salaries of employees of Court of Appeals and Court of Claims, and of state employees generally, increased.

Rhode Island: Presiding justice of

the Superior Court made "administrative judge" in charge of administrative matters of the Superior and District Courts. Constitutional amendment to guarantee tenure and retirement compensation for Supreme and Superior Court judges referred to people.

South Carolina: Mental Health Commission established and mental health laws revised.

In both *Mississippi* and *Virginia*, state and local employees were brought under federal old-age and survivors' insurance and supplementary state retirement systems were established; thus at least 39 states have enacted legislation permitting federal social security coverage of state and local employees.

The Civil Service Assembly reports that the legislature of Louisiana has approved a constitutional amendment to restore the merit system, for submission to the people in November.

State Senates Limit Debate

In connection with the attempt to prevent fillibustering in the U. S. Senate by limitation of debate, Senator William Benton of Connecticut placed in the *Congressional Record* a summary of rules on limitation of debate in each of the state senates and the unicameral legislature of Nebraska, pointing out that "many of the states whose senators have opposed effective limitation of debate here in the [U. S.] Senate have most effective rules limiting debate in their upper chambers." He stated that in 45 states senate fillibustering can be prevented by parliamentary devices such as a motion for the previous question, chiefly by majority vote.

One instance of recent state action (1951-52) is Georgia, as to which the summary, prepared by Will Maslow, director of the American Jewish Congress' Commission on Law and Social Action, says: "Previous question authorized by majority vote (rule 58). All individual speeches on bills and resolutions shall be limited to 30 minutes unless by leave of the senate (rule 15). The president of the senate 'shall in his discretion suspend irrelevant debate and command silence whenever he may deem it needful' (rule 1)."

The summary relates only to state senate rules under which debate can be limited. It does not attempt to go into other devices by which proposed legislation can be killed, besides talking it to death.

Council-manager Plan Developments

Two Illinois cities — **Rock Island** (1950 population 48,710) and **East Moline** (13,913)—were added to the council-manager list on July 1, when the state's optional council-manager plan was adopted at special elections. In Rock Island the plan won by 4,251 to 2,104. It carried in six of the seven wards. In East Moline the vote was 1,338 to 981, carrying in four out of five wards. The plan replaces mayor-aldermanic government in each city and is to become effective with the municipal elections in April 1953. Campaigns were sharply contested in both cities. Mayor Melvin McKay of Rock Island strongly opposed the plan, which was supported by a citizens' committee headed by Colonel Carl A. Waldmann, retired commandant of the Rock Island Arsenal, and C. R. Maiwald, architect. In East Moline the plan was headed by R. M. Harper, publisher of a weekly newspaper. Mayor B. H. Ryan professed neutrality. In East Moline the citizens committee was required to pay the cost of the election.

The trustees of the village of May-

wood, Illinois, (27,473) a suburb of Chicago, on July 31 adopted the council-manager plan and appointed a manager.

The council-manager plan was approved in **Parsons, Kansas,** (14,750) on August 5 by a vote of 2,243 to 1,643. The plan will go into effect in April 1953.

Henryetta, Oklahoma, (7,987) on August 5, voted to adopt the state's optional council-manager form of government. The vote was 640 to 404. The new government will become effective in May of next year.

At a special election on June 24 **Picayune, Mississippi,** (6,707) voted eleven to one to adopt the council-manager plan, thus becoming the third council-manager city in that state. It is the first to take advantage of the permissive council-manager legislation sponsored by the Mississippi Economic Council and enacted this year. It took the option by which all councilmen as well as the mayor are elected at large, rather than having a councilman for each of three wards and one councilman and the mayor elected at large. The plan takes effect after the next election for municipal officials in 1953.

The city council of **North Sacramento, California,** (6,029) has adopted a council-manager ordinance and appointed the city administrator as manager.

In **Sutherlin, Oregon,** (2,230) a council-manager charter has been approved by a vote of 170 to 124. It became effective on June 24 with the appointment of City Superintendent W. D. Bollman as city manager.

North Bay Village, Florida, (500) has recently adopted the council-manager plan.

In **Woonsocket, Rhode Island,** where a charter revision commission is at work, the Citizens' League advocates the council-manager plan. The Independent party has endorsed the strong-mayor plan, but K. K. Coleman, its chairman, has announced it will support a manager charter if adopted by the charter commission.

A September 16 referendum in **New Haven, Connecticut,** on a proposed council-manager charter has been voided by the Common Pleas Court, which ruled that the state home rule law failed to give any official body authority to set a referendum date. Suit was brought by the Citizens Committee for a Council-Manager Charter, which wanted a November election because the law provides that at least 51 per cent of the qualified voters participate in a charter referendum. The board of aldermen, however, decided upon a special election in September.

In **Greenwich, Connecticut,** the representative town meeting on July 1 voted to postpone until October action on a report of the Town Reorganization Committee recommending a town manager. It is charged that the postponement will delay actual legislation until 1955.

The town manager plan will be offered for consideration of the voters of **New Milford, Connecticut,** at a special town meeting as the result of a resolution adopted by the Democratic Town Committee on July 29. The Republican Town Committee is opposed to the manager plan.

Petitions filed in **East Paterson, New Jersey,** for a referendum on the council-manager plan, have been declared invalid by the borough clerk because of insufficient valid signatures. Efforts to file additional signatures have thus far failed. The movement is sponsored by former Mayor John D. Kerwin, former councilmanic candidate William Meyers and the recently formed Independent Voters League.

The **Bridgewater Township, New**

Jersey, charter commission has released its final report, recommending the council-manager form of government. The commission proposes adoption of the state's optional council-manager plan amended to provide for partisan elections. This will mean a special charter from the legislature with a local referendum in November 1953.

The charter commission of **Boonton, New Jersey,** on June 26, filed its report recommending adoption of one of the state's optional council-manager plans with a council of seven members, four to be elected by wards and three at large, the council to designate one member as mayor and appoint a city manager. The plan will be voted on at the general election in November.

Harrisonburg, Virginia, where the manager plan was adopted by ordinance in 1940, is now under a council-manager charter, recently approved by the legislature, effective September 1, 1952.

A petition asking the mayor and aldermen of **Savannah, Georgia,** to call a home rule special election on adopting the council-manager plan was ruled invalid by the city clerk on July 21. The petition had been filed on June 2 by the Joint Committee for Council Manager Government and contained over 12,000 signatures. The legal requirement was reported to be 10,536, representing 30 per cent of the voters who registered for the last city election. The clerk reported that 2,996 signatures were invalid or ineligible.

In **Jacksonville, Florida,** which has both a city commission and a city council, abolition of the latter was recommended in a report on city economies by Dr. Daniel K. Kirk, a councilman. Five of the nine councilmen appeared to favor a single policy-making body, which might be the council rather than the commission. At least one councilman favored the council-manager plan.

A majority of the city commission of **Miami, Florida,** proposed abolition of the manager plan in that city at a meeting of the Citizens' Charter Revision Committee on July 3. They favored a strong-mayor form and cited the difficulty the commission has had in selecting and retaining managers.

In **Circleville, Ohio,** a citizens' committee is urging that a council-manager charter be adopted.

An election on the manager plan is scheduled in **Wood River, Illinois,** for September 30. Petitions calling for the question were circulated by the Citizens' Committee for Better Government. Residents of **Oak Park** are circulating petitions seeking a vote on November 4, and a referendum on the question is also being sought in **Alton.**

With the adoption of the council-manager plan by Rock Island and East Moline, Illinois, there is an active movement in **Moline** to put the plan to popular vote on November 4.

The manager plan is under study by various groups in **Freeport, Illinois,** particularly by the League of Women Voters.

Interest in council-manager government is being shown in many **Mississippi** communities, according to the Mississippi Economic Council. An active campaign is under way in **Biloxi** and **Gulfport,** and citizen interest is evident in **Greenville, Long Beach** and **Natchez.**

A special election on adoption of a council-manager charter is set for September 30 in **Mankato, Minnesota.**

A committee promoting the council-manager idea is at work in **Duluth.**

In **Davenport, Iowa,** across the Mississippi from Rock Island, recent accession to manager ranks, there is renewed interest in the council-manager

plan. Former Mayor Ed Frick is a strong advocate of it.

In **Topeka, Kansas,** the Topekans for City Manager are circulating petitions to place the council-manager question on the November ballot.

A movement is under way in **Cheyenne, Wyoming,** to promote the council-manager plan.

The **Yuma, Arizona,** charter commission, appointed early this year by the city council, has, at the council's request, prepared a charter amendment for council-manager government. Public hearings were expected to be held.

Petitions for incorporation as a sixth-class city, with a council-manager form of government, have been filed by voters of **Buena Park, California,** with the county clerk.

In **Portland, Oregon,** the Citizens' Committee on Municipal Reorganization will seek to have a council-manager proposal placed on the ballot at the May 1954 primary election, rather than at the general election in November 1952, when many questions will be before the voters, in addition to a mayoralty contest between Mayor Dorothy McCullough Lee and Commissioner Fred L. Peterson. Mrs. Lee favors the manager plan; Mr. Peterson opposes it.

There is an active movement in **Klamath Falls, Oregon,** for the council-manager plan.

The city council of **Grandview, Washington,** has voted to place the question of adoption of the council-manager plan before the voters this fall.

Fifteen **Ohio** city managers held a conference in Toledo on July 16-17.

New York to Study Council-manager Plan

The Citizens Union of New York City has announced the appointment of a committee of seventeen outstanding citizens to study the feasibility of the manager plan, in some form, for that city. The increasing financial and administrative problems of New York were stressed as reasons for considering such a change, which could become an issue in the municipal election next year. The committee is headed by George S. Van Shaick, former New York State Insurance Commissioner. Other members are:

Frederick L. Bird, director of municipal research of Dun & Bradstreet; Henry Bruère, chairman of the Bowery Savings Bank; Richard S. Childs, former chairman of the Citizens Union and former vice-president of the American Cyanamid Co.; Joseph M. Cunningham, former deputy comptroller; Bayard Faulkner, vice-president of Seaboard Oil Company, chairman of the recent New Jersey State Commission on Municipal Government; Morris Iushewitz, secretary of the New York City C. I. O. Council; John D. Millett, professor of political science at Columbia University.

Also Albert Pleydell, management consultant, former city commissioner of purchase; William Ronan, head of the Graduate school of Public Administration at New York University; Wallace S. Sayre, head of the political science department at City College; Laurence A. Tanzer, associate counsel to the New York City Charter Commission which drafted the present charter; Gordon Tegnell, director of research of the Chamber of Commerce of the State of New York; Alfred Willoughby, secretary of the National Municipal League; Paul Windels, former corporation counsel, president of the Regional Plan Association; Louis E. Yavner, management consultant and former commissioner of investigation; and Belle Zeller, professor of political science at Brooklyn College.

Hoboken Charter Group Condemns Commission Plan

A five-man charter commission in Hoboken, New Jersey, rendered a report on July 14 recommending replacement of the existing commission plan, adopted 37 years ago, by a mayor-council plan included among the options in the state's municipal charter law (the Faulkner Act). This is regarded as a strong-mayor type under which the mayor is empowered to appoint a qualified business manager to centralize administration of finance and personnel who would be responsible to the mayor.

The council would consist of one member from each of the city's six wards and three elected at large.

The commission plan in Hoboken was denounced as "a complete failure."

The proposed charter is to be voted on by the people in November.

Governor Driscoll Vetoes Commission Plan Revision

In declining to approve assembly bill 260, a revision of the Walsh Act providing the commission form of government, Governor Alfred E. Driscoll of New Jersey stated that although certain technical provisions would be helpful, other provisions would be detrimental to the commission plan, under which 61 New Jersey municipalities operate. The bill would require that the commission assign powers and duties to appropriate departments in such manner that there would be "as nearly as possible an equal division of the various divisions, bureaus, officers and functions of government among the departments," and this assignment could only be changed by unanimous consent. The veto message pointed out that, "it is impossible to divide functions equally and at the same time divide officers equally," and quoted the Commission on Municipal Government as saying: "The idea of divying up the jobs, which is implicit in this proposal, is in fact one of the glaring deficiencies that commission government has produced."

The governor also said that despite the necessity of improving the mayor's position under commission government the bill would remove such power of supervision over city departments as the mayor now has. Furthermore, home rule would be violated, as the proposed changes would not be subject to referendum.

Worcester to Streamline Police and Traffic Control

After thorough surveys by outside organizations, the city council of Worcester, Massachusetts, has taken steps to reorganize its police department and to improve its system of traffic regulation. The International Association of Chiefs of Police, which, in cooperation with the Northwestern University Traffic Institute, conducted the traffic survey, has been engaged by the city to place its recommendations in effect. The police department survey was conducted by Public Administration Service of Chicago and its recommendations, with minor exceptions, have been accepted by the city council. The two investigations were conducted on a correlated and cooperative basis.

The chief changes to result from the general police survey are reported to be: (1) a new form of organization including a planning division, (2) motorization of the patrol force with one-man cars, (3) abandonment of the precinct system, (4) centralization of records, (5) use of modern equipment and methods, and (6) elimination of the police reserve force. It was estimated the new vehicles and other equipment in accordance with the plan would cost about $147,000, to

be spread over a period of years, and that, especially because of the recent authorization of a 40-hour week for the police, $160,000 more per annum would otherwise have to be spent.

Worcester is a council-manager (Plan E) city with the council elected by the proportional representation system.

Pennsylvania Municipal Reports Receive Awards

The Institute of Local Government at the Pennsylvania State College in July presented certificates for meritorious annual reports to thirteen counties, municipalities and municipal and airport authorities. In deciding the awards judges considered content of the report, understandability, utility and attractiveness. A similar contest will be held next year.

Highest awards were given to Mount Lebanon Township (for municipalities over 25,000 in population), the boroughs of Narberth and Quakertown (5,000-10,000); and the borough of Wyomissing (2,500-5,000). No award was given in the 10,000-25,000 group. Merit awards were also granted to other townships, boroughs and one city (Easton); to Carbon County and to the Borough Township Municipal Authority of Vanport.

Kansas University Course Produces Ten City Managers

In the four years since the University of Kansas instituted a program of graduate training for city management, 24 students have completed the program and received the degree of Master of Public Administration and two others have completed all except the thesis. As of mid-1952 ten of these 26 students are city managers, in cities ranging in population from 2,500 to 15,000 and as widely scattered as Puyallup, Washington; Delray Beach, Florida; Dalhart, Texas; and Norway, Michigan. Nine other graduates hold responsible administrative posts in city governments, mostly at the level of departmental headships or assistant managers; two hold federal posts (a local rent control director and a management analyst); two hold posts with semi-public agencies that provide research and consulting service for local governments; two are in private employment; one is in military service.

Four young college graduates already in municipal service at the time the program was instituted have enrolled in the "seminar for apprentices." All of them are city managers, thus making a total of fourteen ex-students who have received appointments as city managers since the program was instituted.

Six students who completed their on-campus studies with the close of the 1951-52 school year have been placed as assistants in as many cities, and a new group of nine has been selected for the class that will begin in September 1952. The latter will be the last to receive fellowships under the grant made to the university by the Carnegie Corporation in 1948 to inaugurate the training program.

The course includes one year of on-campus study and an internship of at least nine months under an approved city manager. During the second year the students are enrolled for a "seminar for apprentices" and for theses.

Edwin O. Stene
University of Kansas

Citizens' Hoover Committee Suspends Activities

The Citizens' Committee for the Hoover Report, formed in April 1949 to promote reorganization of the executive branch of the federal government, terminated its nation-wide oper-

(Continued on page 416)

County and Township . . . . *Edited by Elwyn A. Mauck*

King County to Vote on Manager Charter

Freeholders Document Will Be Submitted November 4

THE Freeholders Charter Commission of King County, Washington, has released its draft of a home rule charter, which will be placed on the ballot for referendum next November. If approved, it will become effective May 1, 1953.

Under the proposed charter, administrative powers would be centralized in a single county administrator or manager appointed by the board of county commissioners and removable by such board. This change would integrate and unify the machinery now under the jurisdiction of three county commissioners and six elected administrative officers. The county board would continue to appoint the planning commission, library board, park board, hospital board and TB hospital board.

The number of commissioners would be increased from three to seven. At present, the three are nominated by districts and elected at large. Under the proposed charter, six would be nominated and elected by districts (three in Seattle and three in the county outside of the city). The seventh would be nominated and elected by the county at large. The ballots would be on a nonpartisan basis, replacing the present partisan system.

The charter would create a civil service commission, to be appointed by the county board to administer the merit system. The assessor and the auditor, now elected by the voters, would become appointed by the board. The clerk of courts, coroner, sheriff, and treasurer, all of whom are now elected, would be appointed by the county administrator subject to approval of the county board.

Whereas present statutes do not permit the consolidation of county offices and activities, the charter would specifically permit such consolidation. The initiative and referendum would be permitted for the first time under the new charter and, whereas there is at present no prohibition against solicitation of political funds by or from county employees, the new charter would expressly prohibit this activity. Finally, the proposed charter would require an annual report on finances and services to be submitted to the citizens of the county.

In commenting on the charter, the Seattle Municipal League declares: "It stands revealed as the 1952 model of a county charter which embodies the best ideas in the latest city and county charters in the country. It makes it possible that King County could become in a few years one of the best run counties in the United States."

Recommendations Made For Nashville-Davidson County

The Community Services Commission established by the Tennessee General Assembly of 1951, to survey the governmental needs of metropolitan Nashville and Davidson County, has released its report of findings and recommendations.[1] The commission of fifteen studied some 25 governmental functions in the city and county including fire and police protection, water pollution, water sup-

[1] *Future Nashville.* The Community Services Commission for Davidson County and the City of Nashville. 1952.

ply, hospitals, education, urban planning, and streets and roads.

Basic recommendations include a substantial annexation to the city of Nashville, city and county home rule, transference of public health functions, schools, public welfare and hospital care of indigents to the county, and consolidation of the city and county planning commissions. The report recommends a redistricting of Davidson County so that its "people may be equitably represented in the county court" (representative body). No reapportionment has been made since 1905 and urban districts are seriously underrepresented. These recommendations and others are described in detail in the report.

Dr. Lee S. Greene of the University of Tennessee is executive director of the staff of the commission, which is scheduled to expire 60 days after the adjournment of the 1953 session of the General Assembly.

Prince George's County Petitions for Home Rule

The Citizens' Committee for Good Government of Prince George's County, Maryland, has filed a petition with the election board to place the question of a county home rule charter on the ballot next November. The law requires that a petition bearing at least 10,000 signatures of county voters be filed by July 28, but the committee had secured several thousand signatures above the minimum before the deadline.

The committee simultaneously filed a petition with more than the minimum of 2,000 signatures nominating a charter board of five persons whose names will be placed on the ballot. The county commissioners also nominated five persons who will run in opposition to the committee's nominees.

Grange Against Executive Plan for Onondaga County

The Grange of Onondaga County, New York, has gone on record as opposing the proposed county executive plan. By resolution it requested the supervisors of the county not to submit the question to the voters in the November 1952 election.

Centralization of County Purchasing Continues

According to the 1952 *Municipal Year Book,* five more counties have improved their purchasing procedures within the past year. Hamilton County, Tennessee, in which the city of Chattanooga is located, has adopted a new central purchasing system, as have St. Louis County, Missouri; Washoe County (Reno), Nevada; Siskiyou County (Yreka), California; and Pinellas County (Clearwater), Florida.

Florida Legislature Studies County Government

The Florida State Joint Legislative Committee on County Officers' Fees, Compensation and Duties has decided to undertake a comprehensive study of county government in Florida. It appointed a steering committee of state administrative officers and professors of political science to lay the groundwork for the survey. The committee hopes to make its report to the 1953 legislative session.

Wisconsin Counties Develop Forests

Wisconsin Counties, publication of the Wisconsin County Boards Association, reports that twenty Wisconsin counties now have nearly 40,000 acres of land which they operate for forestry. Although municipalities also can own forest lands, two-thirds of the total area of community forests are owned

by counties. The article observes: "Wisconsin is foremost among the states in the area of land in county forests, and in the amount of money expended annually on their development. Within a period of twenty years a stable pattern of county ownership for forestry purposes of large blocks of once tax delinquent land has been achieved. The renewed forests are returning steadily increasing sums from timber sales to the county."

North Carolina Public Health Consolidations Continue

A continuing trend is noted in North Carolina toward county assumption of all public health activities. Charlotte, Asheville and Rocky Mount continue to maintain city health departments, but a number of cities contribute to the support of county departments. Raleigh, for example, has agreed to appropriate $20,000 to Wake County's health budget for the coming year, which is a little less than 50 per cent of the 1951-52 appropriation, as the county gradually assumes all responsibility for financing public health. In Guilford County also, establishment of a county health department was accompanied by an agreement with Greensboro and High Point to make steadily decreasing appropriations for health purposes until 1952.

California City-County Studies Continue

In accordance with an agreement reached between the League of California Cities and the California County Supervisors' Association at San Francisco last fall,[1] joint committees of councilmen and county supervisors have been organized in many counties of the state. Meetings of representatives of such committees have been held in Los Angeles, Berkeley and elsewhere.

The city representatives continue to maintain their position that fringe unincorporated urban areas should pay their own way for municipal type services and not be subsidized by rural or city taxpayers out of the general county tax fund. They suggest that studies of the city-county relations problem now under way by legislative interim committees include the possibility of legislation requiring incorporation or annexation whenever an unincorporated community reaches a certain standard of urban development.

[1]See the REVIEW, January 1952, page 46; April 1952, page 207.

A Correction

Patrick J. Cusick, Jr., head of the Planning Division of Montgomery County, Maryland, and head of the staff of the Upper Montgomery County Planning Commission, recently wrote to the National Municipal League to correct an inaccuracy in this section of the REVIEW for June (see "Economic Survey Proposed for Montgomery County, Md.," page 308). He wishes to advise that the Upper Montgomery County Planning Commission is not opposed to the proposed economic survey. His personal opinion and opposition to hiring an outside consulting firm to conduct the survey was misinterpreted as commission opposition to the entire proposal.

Mr. Cusick reports further that, subsequent to the meeting in which the opinions mentioned above were expressed, the Maryland-National Capital Park and Planning Commission endorsed the proposed survey. A joint committee consisting of representatives of Montgomery County and neighboring Prince George's County has been established to study the matter of an economic survey covering both counties.

Use of Income Tax Grows at All Levels

Levied by 29 States and Nearly 300 Local Units

LITTLE more than twenty years ago it was possible for a respected college textbook on economics to list the leading sources of state revenues without including the personal income tax, and to summarize local revenue sources with the statement that "cities, counties and school districts derive practically all of their revenues from property taxes." Then, only sixteen states had personal income taxes, and their yield represented less than one-twentieth of state tax collections, while considerably more than nine-tenths of local revenues came from the property tax. The idea of a municipal income tax would probably have seemed fantastic. Today, a majority of the states have personal income taxes and the municipal income tax is no longer an isolated curiosity.

Review of the extent of use of income taxes, as of 1952, as well as of a variety of other taxes, is facilitated by the recent publication of the United States Treasury Department's revision of its *Federal-State-Local Tax Coordination.*[1] Current usage of the income tax at federal, state and local levels will be briefly summarized in this column; later, a similar treatment will be afforded excise taxes.

Federal Level

By way of background, it may be recalled that the federal income tax was first enacted during the Civil War, later held unconstitutional by the Supreme Court and then specifically authorized by the Sixteenth Amendment. The first modern federal income tax (1913 tariff law) was at the rate of 1 per cent. For individuals, single persons were taxed on incomes over $3,000 and married persons on incomes over $4,000, with surtaxes graduated upwards from 1 to 6 per cent on incomes in excess of $20,000. For corporations, the rate was 1 per cent. The yield was on the order of $80,000,000 the first year.

At the present time, personal income tax rates (normal and surtax) range from 22.2 per cent on the first $2,000 of taxable income (after a $600 per capita exemption) to 92 per cent on the amount taxable in excess of $200,000, with the total tax for an individual limited to 88 per cent of net income. The present corporate income tax consists of a normal tax of 30 per cent and a surtax at the rate of 22 per cent on corporate income in excess of $25,000, supplemented by an excess profits tax at the rate of 30 per cent but not, however, in excess of 18 per cent of net income. The combined effective income and excess profits tax rates may not exceed approximately 70 per cent of corporate net income.

State Level

State taxation of income began about the time of the Sixteenth Amendment, Wisconsin adopting a progressive income tax in 1911, two years after voter ratification of the federal constitutional amendment. Today, personal income taxes are imposed by 29 states and the District of Columbia, while two additional states impose a selective tax on income from intangibles. The

[1] By Tax Advisory Staff of the Secretary, United States Treasury Department, Washington, D. C., March 7, 1952.

roster of states not levying individual income taxes includes some of the largest and wealthiest, however — Illinois, Indiana, Michigan, Ohio, Pennsylvania and New Jersey—as well as such "tax haven" states as Florida and Nevada. With few exceptions, the state income tax rates are graduated, but neither rates nor graduations are as large as in the case of the federal income tax. According to the Treasury study, eight states have maximum rates of less than 5 per cent, 25 have rates not above 7 per cent and no rate exceeds 15 per cent. About two-thirds of the states terminate graduation for tax purposes at $10,000 of taxable income or below and only three states extend it beyond $25,000. A number of states permit the deduction of federal income taxes in determining taxable income.

Corporate income taxes are levied by 32 states. (With two exceptions the states with personal income taxes also levy corporate income taxes and, in addition, three states not levying individual income taxes tax corporate income.) Twenty-six of the states apply flat rates, while six use graduated rates. The lowest rate is 2 per cent, the highest 8 per cent, with more than half less than 5 per cent. State corporate income taxes may be deducted in computing federal corporate income taxes.

Local Level

Use of the income tax at the local level began in 1939, in Philadelphia. Presently, cities in at least four states are levying taxes based on personal or personal and business income, and in one of the states income taxes are levied by other units as well. Rates range from ½ of 1 per cent to 1¼ per cent, the latter the present Philadelphia rate. In general, the local levies differ from those imposed by states and the federal government in that they are based on earned income (salaries, wages, etc.), are at flat rates and lack personal exemption and deduction features; taxes on business income allow the usual deductions, however, in determining net income or net profits.

Pennsylvania has by far the widest local use of income taxes. According to a report of the Pennsylvania Department of Internal Affairs, there were as of April 1, 1952, eight cities, in addition to Philadelphia, using income taxes, as well as 66 boroughs, two townships and 185 school districts — a total of 262 units. Widespread use of the tax in the state dates from 1947, when Act 481 was passed granting the local units wide authority to levy virtually all types of taxes not used by the commonwealth.

Second largest number of local income taxes is found in Ohio, where Toledo led the way in 1946. The use of the tax has not been without restraint by the courts, however, and several cities have had their taxes as adopted ruled void. Presently, it appears that six cities have valid income taxes: Canton, Columbus, Dayton, Springfield, Toledo and Youngstown.[2]

St. Louis has had authority to levy an income tax for varying periods since 1946, and was authorized to resume the tax by the 1952 Missouri legislature at a rate not exceeding 1 per cent. The fourth state with local income taxes is Kentucky, where Louisville and Lexington levy at 1 per cent and Paducah at ½ of 1 per cent.

Efforts to levy local income taxes have been voided by the courts in at

[2]Some authorities have included Akron in this list but the city clerk advises that, while petitions have been circulated there, no income tax has yet been adopted.

least two other states, Washington and Michigan. In both, taxes were levied on earnings, in reliance of authorization in general statutes, and were invalidated specifically because there was held to be no power for the cities to tax incomes.

Yields from Tax

Income taxes in fiscal 1951 yielded roundly $35,000,000,000 to the federal government, $1,492,000,000 to the states and $71,000,000 to local units (the latter figure for years ending 1950). Personal income taxes represented roundly $20,940,000,000, $810,000,000 and $64,000,000 respectively of these totals, with the remainder corporate income taxes.

At the federal level, income taxes are now the most important single revenue, representing 77.8 per cent of the total in fiscal 1951. States, however, received 16.7 per cent of their revenues that year from income taxes, which ranked third after general sales taxes and gasoline taxes. At the local level, income taxes accounted for less than 1 per cent of local governmental revenues; however, this average obscures the fact that in individual instances they were very important, providing as much as half the revenue of some cities using them.

Kansas Tax Offset Lags as Local Levies Rise

That part of the Kansas state sales tax distributed to the counties, cities, schools and other local units, to offset an equal amount of property tax levies, is playing a progressively smaller part in aiding the local governments, according to the Kansas League of Municipalities. In 1950 the offset served to reduce the property tax levies by 9.2 per cent, but with the amount of the sales tax applied stabilized and property tax requirements rising, the percentage was only 7.8 per cent for 1951 and will be 7.5 per cent for 1952.

The present sales tax law was enacted in 1937, with provision that tax proceeds be divided three ways. Funds for state social welfare and for state school aid are deducted first and the residue distributed to the local units as a general property tax replacement. The residue increased more or less steadily from $4,700,000 in 1938 to $13,800,000 in 1946. Then the legislature fixed the amount to be distributed to the local units at $12,500,000, apportioning the remainder into a special fund without designated purpose.

The amount of the residue to be distributed in any year is represented by the actual collections of the preceding twelve months through June, so that the local units know at budget-making time the amounts which will be available to help reduce their respective tax levies. At June 30, 1952, there was approximately $15,900,000 on hand from the sales tax residue, including the $12,500,000 to be distributed to local units for 1952 and $3,400,000 to go into the special fund. Had the full residue been available for distribution, it was estimated it would have reduced the local levies by 9.8 per cent.

Philadelphia Places Large Surety Bond on Employees

What is believed by the underwriters to be the largest surety bond ever written for a city, in number of employees covered and amount of premium, has been placed by Philadelphia. It covers some 25,000 city employees in the penal sum of $700,000 and has an annual premium of about $58,800. At the city's option the bond may be placed on a term basis, running to January 1956, at a cost of $175,000. The faithful performance bond covers

(Continued on page 421)

Proportional Representation . . *Edited by George H. Hallett, Jr. and Wm. Redin Woodward*

(This department is successor to the Proportional Representation Review)

President of P. R. League Dies

Albert D. Cash, Twice Mayor of Cincinnati

ALBERT DENIS CASH, lawyer and nationally known civic leader, who was drowned August 2 (see page 432), was president of the Proportional Representation League and presided over its annual sessions at the National Conference on Government from 1948 till his untimely death.

At the age of 54, he was still in the prime of his effectiveness and influence. He was minority leader in the Cincinnati city council and popular standard bearer of the City Charter Committee, which sponsored Cincinnati's "model charter" based on proportional representation and the council-manager plan and was in large measure responsible for the phenomenal good government enjoyed under it for the last quarter century.

Mr. Cash's own service in the city council contributed heavily to this record and was one of the best examples of the kind of results good citizens can achieve through intelligent use of P. R. A Democrat in national politics, he was elected in eight successive P. R. elections on the same nonpartisan ticket which also brought Charles P. Taft, now Republican candidate for governor of Ohio, into public life.

For two terms, 1948-1951, Mr. Cash served by election of his fellow Charterites on the council as president of the council and mayor of the city. He supplied the policy leadership, which is the function of that position under the manager plan, with practical wisdom and an inspirational gift of expression. He lost the mayoralty as a result of last fall's election, when the Charter Committee elected four of the nine councilmen instead of five, but was still re-elected to the council with the largest first-choice vote.

He understood well the role played by P. R. in providing continuous representation for the forces of good government in his city and preventing any return to the unbridled machine rule for which Cincinnati was once famous. He was persuasive in explaining its merits to others. At the P. R. League session in St. Paul in 1949 he said:

> Election of the council by proportional representation is the keystone of the charter of Cincinnati upon which good government was built a generation ago.
>
> Selfish interests, . . . who would like to control government from offstage and who think of elected officials as manikins to be maneuvered at will contrary to the public interest, are frustrated by this device.
>
> Government under P. R. resides in the people, where it belongs. It is nobody's personal chattel. . . . If you want to insure your city against graft and corruption which are condoned, adopt P. R. but remember that the premiums are paid in unremitting vigilance. You will have to defend against periodic assaults on the citadel. Cincinnati has met and defeated three such attacks.

Mr. Cash is survived by his wife, Elizabeth Cassatt Reid Cash, a civic leader in her own right and a Charter Committee member of the Cincinnati city council under P. R. in 1943-1944, and one son.

Netherlands Parliament Elected by P. R.

Thirteen parties contested the Netherlands general parliamentary elections, held under a list system of proportional representation, on June 25 and 26. Eight of these had been represented in the old parliament. The results showed a decline in the following of parties organized on religious lines and an increase in the vote cast for the Labor party, which became the largest, with 29 per cent of the total vote, an increase of 3.4 per cent over 1948. The Catholic party, formerly the largest, was second with 28.7 per cent, part of its loss going to a right-wing splinter Catholic party, according to a report distributed by the Netherlands Information Service.

Most of the remainder of the vote went to candidates of the Protestant, Calvinist and Liberal parties,[1] which are conservative in policy. The Communist party continued to show decline, in spite of its attack on government policy for choosing "guns before butter," obtaining 6.2 per cent, a loss of 1.5 per cent of the total vote, and six seats, a loss of two. This result was parallel to the poor showing of a "Socialist Union" ticket of "Bevanist" candidates, which polled only a third of one per cent of the vote and did not succeed in electing any member.

The distribution of seats was as follows: Labor 30, Catholic 30, Calvinist 12, Protestant 9, Liberal 9, Communist 6, Political Reform 2, and Catholic National 2.

The Netherlands list form of P. R. permits the voter to alter the order of preference on the party list for which he votes by putting a cross mark against a particular candidate whom he wishes to have his first choice. The privilege is not used to any great extent. In this election, however, a weekly publication of "neutralist" opinions urged voters to indicate "neutralist" sentiments by voting for the seventh candidate on any list, as a protest against the foreign policy of all the respectable parties. Although such action would have had the intended publicity effect, because individual selections within party lists are usually scattered and relatively few, this particular drive was notable for its lack of response. Only a fraction of one per cent of the total votes cast indicated a preference for the seventh candidate on the list.

[1]Officially known as the Christian-Historical Union, the Anti-Revolutionary party and the People's party for Freedom and Democracy.

CITY, STATE AND NATION

(Continued from page 408)

ations early in July. Some 3,000 state, county and local committees also suspended operations, in accordance with decisions to avoid involvement in this year's political campaigns. It was announced that with the closing of the 82nd Congress about 70 per cent of the 300-odd recommendations of the Hoover Commission will have been incorporated in the laws, making possible four billion dollars of eventual economies.

New York Mayors Elect Officers

The Conference of Mayors and Other Municipal Officials of the State of New York held its 43rd annual meeting at Lake Placid, June 11, 12 and 13. Mayor Henry Waldinger of Valley Stream was elected president along with other officers. A full program of addresses and conferences was conducted and twelve resolutions, chiefly directed to state legislation, were adopted.

Citizen Action . . . . . *Edited by Elsie S. Parker*

New Citizen Groups Get Results

Fayette County Committee Secures Purge of Vote List

THE Fayette Committee for Citizenship, at Lexington, Kentucky, first organized in 1949, numbers people from practically all walks of life. No racial distinctions are made and one of the members of the board of directors is a Negro.

We early decided to strike at corrupt political methods which, according to all reports, were rife here. The committee's first public act was to investigate the registration list of one "floater" precinct and publicize the result. Our story about one-third of the supposedly eligible voters being dead or moved away was headlined on page one of a local daily.

Immediately there was purgation of all the voter lists in Fayette County. Several steps, including the 1950 activities of the now defunct Association of Kentucky Voters, led to enactment by the 1952 Kentucky General Assembly of a registration and purgation law containing most of the features of the *Model Registration System* of the National Municipal League.

In 1951, when there was a vacancy in the office of city manager in Lexington, there was considerable talk of appointing a local politician to the post. The Committee for Citizenship passed and publicized a resolution urging the appointment of a professional city manager. When the board of city commissioners did so, the committee publicly commended the action.

In the primaries we have regularly asked groups of candidates and the party organizations to permit us to name one of their challengers in each of the several "floater" precincts. Our purpose was to prevent violations of the election laws. Groups of independent candidates and the Republican party (which is the minority party) have regularly cooperated with us. At the general election in November 1951, the Democratic party also permitted us to name challengers. This was because of a split in the party organization which is probably going to make it possible for us to name some of the regular Democratic challengers again this year.

Partly as a result of our Fayette County activities, there is now a statewide organization, Citizens Honest Ballot League, trying to encourage activities throughout the state to prevent vote frauds.

The Fayette Committee for Citizenship has published in cooperation with the Citizens Honest Ballot League and a number of local Lexington organizations, a small pamphlet titled *Who Nominates Candidates for President?* It explains all the steps necessary to select Kentucky delegates to the national nominating conventions and suggests what the voter may do to make his will effective in the election of the president.

J. E. REEVES, *President*
Fayette Committee for Citizenship

Terre Haute Civic Group Incorporates

The Citizens Civic Association of Terre Haute, organized over a year ago after an indignation meeting of citizens disgusted with gambling and vice, has been incorporated, reports Robert Seltzer of Indiana State Teachers College. The organization now has

some 300 members and its work is carried on through its councilmanic and other committees.

The City Councilmanic Committee is composed of 50 persons representing leading civic and fraternal clubs who attend council meetings and report back to their own groups. Says Mr. Seltzer:

"The CCA Councilmanic Committee supplies all citizens and councilmen who attend with a summary of the new ordinances and old business before the body. We found that the business for a city of 75,000 persons was being transacted in about 28 minutes at a once-a-month meeting. The business went so fast no one could tell what was going on. This summary has aided those attending to follow the proceedings with more understanding.

"The Court Watching Committee has been learning and reading on city courts. They have one member in attendance each day to follow what happens to cases, postponements, drunken driving charges, etc. The Alcoholic Beverage Committee meets with the legal Vigo County Alcohol Board on requests for permits and renewals.

"The Election Committee secured money for a full page ad, to print the replies of candidates for the primary election to questions supplied by the League of Women Voters. Many did not answer. The ad ran in the Sunday paper and the morning paper. It was the first time such a project had been undertaken for the primary.

"The CCA also supplied poll watchers. This is the first year volunteer citizens have ever been used at the polls in Terre Haute. The old-timers who have been running things as they please are not happy about the watchers.

"The association is planning to distribute an election handbook by mail to all citizens of Vigo County—non-partisan or all-partisan—to encourage a greater voter participation in the election."

Chicago Citizen Group Has Ambitious Program

Indignation over the assassination of Charles Gross, candidate for ward committeeman in the 31st Ward, was the signal for an uprising which has culminated in the organization of "Citizens of Greater Chicago." Out of a meeting called by the presidents of the Chicago Association of Commerce and the Chicago Crime Commission came appointment of an organizing group termed the Committee of Nineteen.

As a result of the work of this committee by-laws have been adopted for the new organization, a "dollars for decency" drive under the auspices of the Junior Association of Commerce and Industry has raised over $90,000, candidates for important public office have been interviewed to assure their cooperation and secure their suggestions. The ideas of participating organizations have been considered and are being presented to the new organization.

Projects for getting better government, cleaner politics and broader citizenship participation have been carefully analyzed by members of the program committee as well as by other agencies and specialists outside the committee. They include a new judicial system, new criminal code for Illinois, new city charter for Chicago, legislative reapportionment, improved election system, prosecution of dishonest public officials, improvement of civil service, political party organization, better housing and recreation services.

The group expects shortly to open headquarters with a permanent staff.

Get Out the Vote
a Continuing Theme

Instances of the work of civic organizations—local, state and national—to interest citizens in voting, continue to pour into this office. The "National Nonpartisan Register and Vote Campaign," undertaken by the American Heritage Foundation, is well under way. As a "working tool" the foundation has issued an eleven-by-fourteen-inch campaign guide and catalogue, prepared for it by The Advertising Council. Copies have gone to governors, mayors of principal cities, newspaper and magazine editors, radio and television broadcasters, and to all major advertisers and their agencies. The guide contains numerous illustrations of posters and newspaper mats available for the use of advertisers willing to devote some of their space to the project.

The Voter's Guide—A Handy Pocket Dictionary of Political Terms and Definitions—is offered by the National Research Bureau of Chicago at fifteen cents per copy, with discounts on quantity orders. Distributors may arrange to have their own names and addresses imprinted if they so desire. The *Guide* covers—from the national aspect—forms of government, political terms, voting information, public finance, Congress, foreign policy, the president and the United Nations.

The *Pocket Guide for Chicago Voters* of the Chicago City Club's Joint Committee on Elections has been revised and reprinted. "Its purpose," says the *City Club Bulletin,* "is primarily to familiarize voters with polling place routines and to overcome the diffidence that keeps many potential voters away from the polls."

"The Offices You'll Vote on" is the title of an article in the *TRA Journal* of the Tax Research Association of Houston and Harris County, Texas. The association has also issued *Its Explanation of Election Dates in 1952, Method of Election and Description of Public Offices to Be Voted on in Harris County,* for the education of local citizens.

A Handbook for Texas Voters, by Patricia Stuart, comes from the Institute of Public Affairs of the University of Texas. It was prepared "in an effort to stimulate interest in, and guide Texas voters through, the electoral process . . . to explain what their job is, how they perform their function at the polls and what are their opportunities for participating locally in politics." Described are voting qualifications, how to vote, how names get on the ballot, political parties, duties of officials, etc. Maps show congressional, state senatorial and representative districts.

Leagues of Women Voters are not only conducting campaigns for registration and voting but also are urging their members to join a political party and work with it. While the league is nonpartisan it feels that, to quote a pamphlet issued by the New Haven (Connecticut) group, "The political party is the only channel through which you can influence nominations." The pamphlet, *Go Forward or Backward,* points out that "Joining a political party will not bar you from voting independently."

The Citizens League of Port Huron, Michigan, has been participating in that city's "Ballot Battalion," working to get every eligible voter to register and vote.

'Time of Your Life'

"Have the time of your life!" headlines the Municipal League of Seattle and King County, asking its members to "sign up for league committees and embark on thrilling adventure in citizenship." The back cover of a recent

issue of *Municipal News,* the league's publication, lists fifteen committees. Members are asked to check one, or two, preferences. Committees discuss and investigate such subjects as budget and finance, planning, law enforcement, Port of Seattle, public health and assistance, schools, retirement systems. The Candidates Investigating Committee, on whose work the league bases its reports on candidates for city, county, port and legislative offices, represents an especially important phase of league activities.

Turn About Fair Play

According to the *Indiana Woman Voter,* published by the League of Women Voters of Indiana, the Westchester Township League of that state had a panel discussion put on by league husbands. "The subject was on our foreign policy in Western Europe," says the bulletin, "and we understand they did a magnificent job."

Apathy Scored

Dr. Thomas H. Reed, municipal consultant, addressed the annual meeting of the Citizens League of Pawtucket (Rhode Island) on June 11. Discussing the campaign for a new city charter which the league has undertaken, Dr. Reed commented that a good charter "isn't worth the paper it is written on unless you give it life." Local citizens must maintain their fight for good government after a new charter is adopted, he said. "It will take time and money, sweat and sacrifice, and it will offer no direct reward except the pleasant sensation of lying down to sleep at night thinking you have done something worthwhile for your community." Dr. Reed scored the city's present 66-year-old charter with its bicameral city council. "It should have been stuffed and put away in a museum long ago," he declared.

The Better Government for Norwich (Connecticut) Committee, which won a new council-manager charter with city-town consolidation, also received a warning on civic apathy at its annual meeting in June. Allen H. Seed, Jr., director of field services of the National Municipal League, told the gathering that politicians are always ready to take advantage of any opening and recapture the spoils system which they lost when the people rose up and voted for the nonpartisan council-manager government which has no patronage to dispense. "Right now, a national election year, is the time for special vigilance," he declared. "It's so easy for the political punks to try to worm their way back while local eyes are on the presidential campaign." Mr. Seed's address was rebroadcast over Station WICH the following evening.

Support Constitution Revision

Three state Leagues of Women Voters are lending their support to movements for constitutional revision. In Ohio the league has passed a resolution to support the question of calling a constitutional convention, to be voted on in November.

The Minnesota league, which for five years has been supporting constitutional revision measures before the legislature which have failed, feels that "public apathy is our most formidable obstacle. Our immediate job is to make the people *want* a new constitution and want it badly enough to influence their legislators."

The State Committee for Constitutional Revision of the Illinois League of Women Voters has held six regional conferences on constitutional revision items in its current agenda. These are revision of the judicial department, reapportionment and home rule.

Appraising the Legislature

The Citizens Union of the City of New York has issued an appraisal of this year's legislative session, listing major accomplishments and failures. The union gives the legislature credit for many solid accomplishments such as its narcotics program, removal of the ban on the sale of yellow oleomargarine, extension of anti-discrimination legislation, anti-billboard law, etc. The union was disappointed that its proposed election reform legislation, including permanent personal registration, failed to be enacted.

In Georgia the League of Women Voters of Atlanta reviewed 1952 state legislation affecting its city. Among the bills passed were several applying to the "Plan of Improvement" for Atlanta and Fulton County.[1]

Citizenship in Colorado

Colorado Municipalities, organ of the Colorado Municipal League, has published three articles in its May issue on citizen activity. Under the general title, "What's New in Developing Citizenship," appear "A Proper Study of Politics Is—POLITICS," by John E. Kramer, describing citizenship activities at the Englewood, Colorado, Senior High School under the aegis of Citizenship Education Project of Columbia University; "And the LWV Works on This Job," by Mrs. Edward S. Miller, reporting on the League of Women Voters of Colorado; and "American Legion Boys' State Offers Training for Youthful Citizens," a report on the fourth annual Colorado Boys' State.

Strictly Personal

Members of the New Boston Committee have presented Daniel J. Ahern, Jr., who served as its executive director from November 1950 until his recent resignation, with an inscribed silver cup "in recognition of his unselfish and effective service." One of NBC's founders, Mr. Ahern will continue as one of the editors of *New Boston Comments,* as a councillor-at-large in the NBC civic council and as its representative on a newly formed metropolitan planning and architectural committee.

Richard Wait, an attorney and former president of the Massachusetts Bar Association, has been elected president of the Massachusetts Civic League for the coming year.

The new executive director of the Philadelphia Citizens' Council on City Planning, Aaron Levine, was formerly a senior planner with the Philadelphia City Planning Commission.

[1] See "Atlanta Pioneers in Merger," the REVIEW, April 1952, page 182.

TAXATION AND FINANCE

(Continued from page 414)

all municipal employees except elected officials and department heads. It was written by Hartford Accident and Indemnity Company, with Aetna Casualty and Surety Company and Standard Accident Insurance Company as co-insurers.

Amusement Tax Invalid in Oregon

A 3 per cent amusement tax levied by the city of Eugene, Oregon, as a license tax for regulatory and revenue purposes, has been held invalid by the State Supreme Court. The tax was based on the total admission charge, less other taxes. The court ruled that the city could rightfully impose a license tax for revenue purposes, but that the impost in question was an excise tax rather than a license and as such was not authorized by the enumerated taxing powers in the city charter. The ruling is reported by the Federation of Tax Administrators.

Researcher's Digest . . . . . *Edited by John E. Bebout*

Bureaus Develop Strong State Service Programs

Connecticut and Louisiana Councils Report Activities

"THE Connecticut Public Expenditure Council has, in the relatively short span of its existence, become an institution of very great significance to our state." Governor John Lodge of Connecticut spelled out the reasons for this observation in his address at the tenth annual meeting of CPEC. At that meeting the council unanimously adopted "A Program for Better Government 1952-53." It includes a wide range of recommendations for modernizing the state constitution and government, providing municipal home rule and working for more efficient and economical federal, state and local government.

The council undertakes to "accept all possible requests for research data from the governor, the General Assembly and the finance committees of Congress, . . . to furnish more detailed information to citizens and taxpayers on government operations and finances, and to render more aid to towns in their efforts to get more efficient and less costly government." It had already responded to requests from the Republican and Democratic state platform committees by submitting to each "a taxpayer's platform for better government in Connecticut" based on its 1951 program.

The council's research program for the year includes completion of its comprehensive study of the State Welfare Department requested by the governor, with submission of the report and drafting of legislation. Completion of a report and recommendations on the Motor Vehicles Department, requested by the commissioner, is also on the agenda.

During the recent legislative session in Louisiana the Public Affairs Research Council of Louisiana issued a weekly *Legislative Bulletin* analyzing and giving background on major bills and resolutions. PARC, at the request of the legislature, has undertaken a study of welfare needs, operations and administration in Louisiana.

As an aid in evaluating its own program, PARC is sending questionnaires to nearly 40 state citizen research organizations on their age, coverage of press and other communication media, and nature of research and public information activities.

Bureau Notes

Beginning in September 1950 *Municipal Administration,* published by the Associated Institutes of Government of Pennsylvania Universities, has been running a series of articles by H. F. Alderfer, executive secretary of the Institute of Local Government, and M. Nelson McGeary, of the department of political science, of Pennsylvania State College, surveying Pennsylvania government at the middle of the twentieth century. The thirteenth and final article in the series appeared in the July 1952 number.

The Research and Planning Council is the new name for an organization which represents the combined membership of the Planning Board of San Antonio and Bexar County and the Bexar County Citizens Association. The Planning Board included the Bureau of Governmental Research, which was established in 1948 as an activity of the Planning Board. Edward G. Conroy, formerly director of

the bureau, continues as executive vice president of the new organization.

Summary of the answers by 36 cities between 100,000 and 600,000 to a questionnaire of the Hartford Governmental Research Institute on responsibility for sidewalk construction and maintenance has been mimeographed by the institute.

The Stark County (Canton, Ohio) Tax League issued a 50-page *Annual Report July 1, 1952,* containing a wealth of financial and other data covering the governments of Stark County and the municipalities and school districts within it.

The Tennessee Taxpayers Association has been retained to make a study of Chattanooga and Hamilton County with particular reference to metropolitan area problems and overlapping services.

Strictly Personal

Dr. Emmett Asseff has resigned his post as research associate of the Public Affairs Research Council of Louisiana to become executive director of the Louisiana Legislative Council, created by the 1952 Louisiana legislature.

Albert J. Richter, who has been managing director of the Schenectady Bureau of Municipal Research since 1950, has been appointed research director of the Citizens League of Greater Minneapolis.

Research Reports and Articles

Assessments

First Analysis (1952 Assessor's Assessments—Last 6 Months Selling Price Ratio) **of the City of Galveston and Galveston Independent School District. 1951 and 1952 Assessed Value—1951 Selling Price Ratio Survey.** (Contains Analysis No. 1 and No. 2) Houston, Texas, Tax Research Association of Houston and Harris County, 1952. 21 pp.

Methods Used in Compiling and Analyzing the 1951 and 1952 Assessed Value—1951 Selling Price Ratio Survey, City of Galveston, Texas. Houston, Texas, Tax Research Association of Houston and Harris County, 1952. 31 pp.

Auditoriums

The Evolution of Our City Auditoriums. Lincoln 8, Governmental Research Institute, *Bulletin,* June 1952. 4 pp.

Boards and Commissions

Boards and Commissions. Powers of 27 Agencies Created or Continued by Home Rule Charter Are Described Briefly. Philadelphia 7, Bureau of Municipal Research, *Citizens' Business,* June 2, 1952. 6 pp.

Budgets

An Approach to the Technique of Performance Budgeting. Martinez, California, Contra Costa County Taxpayers' Association, 1952. 6 pp.

Budget Backgrounds: (1) Detroit Debt; (2) The Mayor's Budget; (3) City Personnel Costs; (4) Board of Education Budget; (5) Detroit Teachers' Salaries; (6) Schools, City to Cost 265 Million Dollars. Detroit 26, Citizens Research Council of Michigan, April 7 and 30, May 5, 12 and 21, and July 18, 1952. 2, 2, 2, 2, 2 and 4 pp. respectively.

California's $1.2 Billion Budget— State's 1952-53 Appropriations at New Peak. By Frank H. Thill. Los Angeles 14, California Taxpayers' Association, *The Tax Digest,* June 1952. 7 pp.

Progress in Long-Range Budgeting. Boston 8, Municipal Research Bureau, *Bulletin,* May 29, 1952. 2 pp.

An Unbalanced Budget. Newark 2, Bureau of Municipal Research Inc., *Memo,* May 1952. 4 pp.

With Their Bare Hands (County

Budget Commission handicapped by lack of staff and system). **School and County Budgets Total $41,825,154.** Miami 32, Dade County Research Foundation, *News Letter,* June 16 and 25, 1952. 4 and 5 pp. respectively.

Capital Planning

The Postwar Capital Outlay Program of the Commonwealth of Massachusetts. By Elwyn E. Mariner. Boston 8, Massachusetts Federation of Taxpayers Associations, 1952. 38 pp.

Charter Revision

A Charter for Contra Costa County. Martinez, California, Contra Costa County Taxpayers' Association, 1952. 49 pp.

Charter Revision—When and How? Miami 32, Dade County Research Foundation, *News Letter,* June 9, 1952. 3 pp.

City Clerks

A Reference Manual for Iowa City and Town Clerks. Iowa City, Institute of Public Affairs of the State University of Iowa in cooperation with the League of Iowa Municipalities, 1952. 102 pp.

Constitutions

Florida's Proposed Constitutional Amendments 1952.[1] By William F. Larsen. Gainesville, University of Florida, Public Administration Clearing Service, 1952. 16 pp.

Education

City College (I) Bureau Makes Exploratory Analysis of the Proposal to Establish a City College; City College (II) Bureau's Report Makes Suggestions Regarding Survey Needed to Evaluate College Proposal. Philadelphia 7, Bureau of Municipal Research, *Citizens' Business,* June 23 and 30, 1952. 6 and 4 pp. respectively.

Elementary School Costs Per Pupil. Los Angeles 14, California Taxpayers' Association, *The Tax Digest,* June 1952. 6 pp.

Managing the Schools. Board of Education Administers Philadelphia's School District, a Separate Unit of Government. Philadelphia 7, Bureau of Municipal Research, *Citizens' Business,* June 9, 1952. 6 pp.

Public Higher Education in Kentucky. Prepared by United States Office of Education for the Committee on Functions and Resources of State Government. Lexington, Legislative Research Commission of Kentucky, 1952. 185 pp.

School Administration Needs Improvement. Providence 3, Governmental Research Bureau, (bulletin) June 1952. 2 pp.

School Building Recommendations. Brockton, Massachusetts, Taxpayers Association, *Your Tax Facts,* June 9, 1952. 10 pp.

$60,000,000 More? A Look at the Proposal to Increase State Grants to Local School Districts. Trenton 8, New Jersey Taxpayers Association, 1952. 16 pp.

Teacher Salaries in California. By Hugh H. Brown. Los Angeles 14, California Taxpayers' Association, *The Tax Digest,* May 1952. 6 pp.

Housing

Public Housing in Providence. Providence 3, Governmental Research Bureau, (bulletin), June 1952. 2 pp.

Unfit Housing. The Problem in Springfield, Masachusetts. Springfield, Taxpayers' Association, 1952. 17 pp.

Legislative Bodies

Scheduling Legislative Workloads. Springfield, Illinois Legislative Council, May 1952. 45 pp.

Legislative Committees

Legislative Committees in North Carolina. By Henry W. Lewis. Chapel Hill, University of North Carolina, Institute of Government, 1952. 144 pp. $1.50.

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[1]See page 400, this issue.

Parking

Parking Facilities in the Central Business District. Newark 2, Bureau Municipal Research, May 1952. pp.

Pensions

Recommendations for Study of Future Pension Costs. (Submitted to Special Commission to Study and Revise the Laws Relating to Retirement Systems and Pensions). Boston 8, Massachusetts Federation of Taxpayers Associations, Inc. 1952. 9 pp.

Personnel

Balanced Personnel Program Proposed. Toledo, Municipal League, *Municipal News,* May 1952. 2 pp.

"Only The Best Shall Serve." Some Problems of Civil Service. By Muriel . Morse. Los Angeles 14, California Taxpayers' Association, *The Tax Digest,* May 1952. 6 pp.

Public Personnel Administration. A New Look at Old Fundamentals. By John M. Leavens. New York 20, Governmental Research Association, *GRA Reporter,* May-June 1952. 4 pp.

Planning

A Timely Look at Urban Planning. The League Proposes a Regional Solution. Pittsburgh 19, Pennsylvania Economy League, Inc., Western Division, *P. E. L. Newsletter,* May, June 1952. 8 pp.

Population

Florida's Population 1920-1950—The Urban Trend and Political Representation. By John M. Maclachlan. Gainesville, University of Florida, Public Administration Clearing Service, 1952. 12 pp.

Public Employment

State Employment in Utah. Salt Lake City 1, Utah Foundation, *Research Report,* June 1952. 4 pp.

Public Relations

The Importance of Community Relations. By Carl H. Walker. Philadelphia 4, University of Pennsylvania, Associated Institutes of Government, *Municipal Administration,* May 1952. 2 pp.

Public Utilities

Assessment of Public Utilities in Alabama. By Paul E. Alyea. University, University of Alabama, Bureau of Public Administration, 1952. 142 pp.

Public Welfare

Public Welfare and the Problem Solvers. By James W. McGrew. New York 20, Governmental Research Association, *GRA Reporter,* May-June 1952. 6 pp.

Real Estate

Block-and-Lot System. Scientific Numbering of Real Estate Parcels Would Improve Real Estate Records. Philadelphia 7, Bureau of Municipal Research, *Citizens' Business,* June 16, 1952. 4 pp.

Retirement Systems

Termination of Utah's Public Employees Retirement System. Salt Lake City, Utah Foundation, *Research Brief,* June 6, 1952. 4 pp.

Sewage Disposal

Regulation of Lots Requiring On-Site Sewage Disposal. Philadelphia 4, University of Pennsylvania, Associated Institutes of Government, *Municipal Administration,* June 1952. 2 pp.

Sewer Rates

Sewer Rates of Washington Cities. Seattle 5, University of Washington, Bureau of Governmental Research and Services, in cooperation with the Association of Washington Cities, 1952. 11 pp.

Taxation and Finance

Common Sense About New York City's Finances. New York 17, Citizens Budget Commission, February 6, 1952. 42 pp.

Financial Data City of Providence, Rhode Island, 1942-1951. Providence 3, Governmental Research Bureau (bulletin), January 1952. 6 pp.

Higher Property Tax Rates Reported for Fiscal 1952 by Forty-Two Upstate Cities. Albany, Citizens Public Expenditure Survey, *New York State Taxpayer,* June 1952. 2 pp.

Local Government Finances in Maryland 1950-1951. Baltimore, State Fiscal Research Bureau, 1952. 76 pp.

New Answer to Old Question—How Much Does State Government Cost? Seattle 1, Washington State Taxpayers Association, *Your Tax Facts,* June 11, 1952. 2 pp.

New Tax Laws of Pennsylvania—1951. Covering Major Enactments, Both State and Local. Harrisburg, Pennsylvania State Chamber of Commerce, 1952. 22 pp.

Nineteenth Annual Study of Debts-Taxes-Assessments. Chicago 2, Civic Federation, *Bulletin,* June 1952. 23 pp.

Postwar Financial Developments—Government of Canada. Toronto 5, Citizens Research Institute of Canada, *Effective Government,* June 26, 1952. 8 pp.

A Property Tax Primer. Some ABCs of the Wisconsin Property Tax. Madison 3, Wisconsin Taxpayers Alliance, 1952. 9 pp.

Property Tax Problems in Rural-Urban Fringe Areas. By F. E. Hulse and W. P. Walker. College Park, University of Maryland, Department of Agricultural Economics and Marketing, 1952. 24 pp.

Tax Boon or Bust? Atlantic City, Tax Survey Commission (bulletin), June 6, 1952. 3 pp.

Water Rates

Water Rates of Washington Cities. Seattle 5, University of Washington, Bureau of Governmental Research and Services, in cooperation with the Association of Washington Cities, May 1952. 33 pp.

LETTER TO THE EDITOR

(Continued from page 384)

because it would include on the city council some representation of Negroes. If it did not, let me report for your information that Reorganization Plan No. 5, which will soon go into effect, does contemplate the creating of a citizens advisory council composed of nine residents. I fully expect that among those nine will be a representation of Negroes.

WILLIAM H. PRESS, *Executive Vice President*
Washington Board of Trade

Our original source of the information in the news note referred to reports that, though, as Mr. Press states in his letter, the Washington Board of Trade has long favored suffrage for the District of Columbia in national elections, it has been the leading local opponent of home rule legislation for the District in recent sessions of Congress. In fact, in the hearings this year on the District of Columbia reorganization plan, Senator Hoey of North Carolina, a staunch opponent of self-government for the District, complimented the president of the Board of Trade on "the fight it has made against home rule in the city."

As for the position of various local organizations on the Bureau of the Budget's proposal for a manager form of government for the District, it should be noted that the opposition to which Mr. Press refers was largely generated by an ex parte presentation at a small meeting of organization representatives called by the Board of Trade before the full proposal was available and without inviting anyone to represent the bureau at the meeting.

EDITOR

Books in Review

The Municipal Year Book 1952. Edited by Clarence E. Ridley, Orin F. Nolting and David S. Arnold. Chicago, The International City Managers' Association, 1952. x, 604 pp. $10.

It is no longer necessary to extol the virtues of the *Municipal Year Book* as *the* reference book on cities for municipal officials and students of municipal government.

The nineteenth edition of this encyclopedia of municipal information has a special interest because it summarizes the urban facts of the 1950 census and describes the efforts of various cities to fight the metropolitan disease.

The urban trend continues. From 1940 to 1950 urban population increased almost 20 per cent, while the rural population increase was just under 8 per cent. The metropolitan trend continues with a 22 per cent increase in metropolitan areas. And the flight to the suburbs continues with a 14 per cent increase in central cities—average for the U. S. as a whole—and 35 per cent increase in metropolitan areas outside the central cities.

Of more interest is what some cities are doing to arrest the threat of metropolitan blight to civic interest, civic leadership and financial resources. More than 300 cities annexed territory in 1951, 55 of them in areas of more than half a square mile. This continues unabated a trend which started at the close of the war and is reminiscent of the annexations in the early part of the century.

Of equal interest is the summary of what is happening to the number of governmental units—a 23 per cent decrease since 1942. This is eloquent testimony to the stimulus of a single piece of research on this subject by William Anderson a couple of decades ago. But the changes were spotty. While consolidations and eliminations were reducing the number of school districts by one-third, there was a 43 per cent increase in the number of special districts, which is less satisfying to the proponents of one local government in one community.

The increase in the number of municipal employees has leveled off at about 1,100,000, exclusive of school teachers, but dollar payrolls are up about 10 per cent.

Perhaps the reference features of this *Year Book* for city officials do not require comment. Are the per capita expenditures of my city for fire protection, recreation or welfare out of line? Where can I find a model ordinance on parking meters, handbills or noise? What is an average salary for the planning director in a city my size? The *Municipal Year Book* has a ready answer for these and many other questions that arise in the daily affairs of a city government. This edition carries forward the standard information about cities and adds new material on traffic safety and municipally-owned utilities. It also extends its usefulness by including financial information about cities under 25,000 population.

LYMAN S. MOORE, *City Manager*
Portland, Maine

EDITOR'S NOTE.—The review above was written by Mr. Moore the day before his sudden death after an emergency operation August 5.

The Book of the States 1952-1953. Edited by Frank Smothers and M. Clair Cotterill. Chicago, Council of State Governments, 1952. xi, 741 pp. $7.50 (with two 1953 supplements, $10).

This is the ninth biennial edition of this massive well managed work, wherein the structures and functions of the 48 states and the territories are

lined up for comparison, and recent progress is catalogued, with admirable completeness.

Leading authorities have contributed articles and summaries in the major fields covered. State-by-state tabular presentation of basic facts again is an outstanding feature.

Rosters of state officials, listing the elected and appointed heads of the more important departments of all state governments, are included as are full lists of members of the legislatures. The 1953 supplements—one to be issued in January, another in July —will bring these directories up to date for that year.

The book deals with intergovernmental relations — interstate, state-federal and state-local; state constitutions, constitutional revision and election laws; legislatures and legislation, legislative councils and service agencies, regulation of lobbying and trends in state legislation in 1950 and 1951; administrative systems—developments in reorganization, administrative rules, finance management, purchasing, personnel systems, employment, salaries and pensions; state finances; reports on major state services; and state judicial systems, their administration, organization and procedure.

The final section includes "State and Territorial Pages"—two for each state and territory—which present basic facts about them, including statistical summaries and names of principal officials.

The Political Almanac 1952. By George Gallup and the American Institute of Public Opinion Staff. New York, B. C. Forbes & Sons Publishing Co., Inc., 1952, xv, 317 pp. $5.95.

This is a compendium of up-to-date and historical facts on the American political scene. It offers an authoritative survey of recent and present data upon which the voter, political worker, commentator and student may anticipate 1952 election results on all governmental levels. It contains, state by state and county by county, the full statistics on previous election results and, according to Dr. Gallup, is "an attempt to remedy the deplorable situation" pointed out by a special committee of the Social Science Research Council that, "There is no national clearing house or any other provision for the collection of election statistics on a national basis and as a result these statistics are not available in any complete or accurate form for all major offices or by counties or smaller districts."

Discussed are such matters as the presidents of the United States, the Electoral College, party strength by states, three-party contests, group and sectional voting differences, the third term amendment, the south, and many other related subjects.

The American Government and its Work. By Edward W. Carter and Charles C. Rohlfing. New York, The Macmillan Company, 1952. xv, 875 pp. $6.

This massive work is "a comprehensive revision of one of the oldest and most widely used college texts" under the same title, published in 1915, 1923, 1933 and 1940 by Professor James T. Young, who wrote some of the new chapters of this version.

With its original emphasis on the work of national and state governments rather than structure and history, it has been modernized to include current controversial issues.

Sait's American Parties and Elections. By Howard R. Penniman. New York City, Appleton-Century-Crofts, Inc., 1952. viii, 574 pp. $5.

Fifth edition of Sait's 1927 classic

ext, competently carried on and rought down to date.

Additional Books and Pamphlets

(See also Researcher's Digest and other departments)

Air Pollution

Air Pollution Abatement Manual — Sampling Procedures and Measuring Equipment. Washington 5, D. C., Manufacturing Chemists' Association, nc., 1952. 39 pp. Illus.

The Bar

Bar Examinations and Requirements or Admission to the Bar. Survey of he Legal Profession under the uspices of the American Bar Associaion. Colorado Springs, Colorado, Shepard's Citations, 1952. xvii, 498 pp. 5.

Civil Service

Cooperative Personnel Administraion. A Study of Cooperative Activiies of State Personnel Agencies. New ork 16, National Civil Service eague, 1952.

Directories

Directory of State Agencies and Employees in Nashville. Nashville 3, Tennessee State Planning Commision, 1952. 70 pp.

Twenty-fifth Annual Directory of Michigan Municipal Officials 1952-1953. Ann Arbor, Michigan Municipal eague, 1952. 72 pp. $3.50.

Discrimination

Strangers and Neighbors. The Story of Our Puerto Rican Citizens. By larence Senior. New York 10, Antidefamation League of B'nai B'rith, 952. 53 pp. 25 cents.

Civil Rights in the United States in 951. A Balance Sheet of Group Relaions. New York, American Jewish ongress and National Association for the Advancement of Colored People, 1952. 128 pp. 40 cents.

Fire Insurance

Organization and Operation of the Fire Insurance Industry. A Brief Summary for the Benefit of Municipal Officials. Chicago 37, American Municipal Association, 1952. 12 pp. $2.

Highways

The New York State Thruway. By B. D. Tallamy. (Address before the Municipal Forum of New York.) New York, the Forum, 1952. 15 pp. (Apply William J. Riley, c/o Drexel & Company, 14 Wall Street, New York 5.)

The Federal Aid Highway Act of 1952. How Municipalities Obtain $275,000,000 Federal Aid. By Randy H. Hamilton. Chicago 37, American Municipal Association, 1952. 8 pp. $1.

Housing

A Proposed Housing Ordinance. Regulating Supplied Facilities, Maintenance and Occupancy of Dwellings and Dwelling Units. By Committee on the Hygiene of Housing. New York 19, American Public Health Association, 1952. 24 pp.

Industry

Industry and the Community. By George C. Smith. Washington 6, D. C., Urban Land Institute, *Urban Land,* June 1952. 3 pp.

Creating an Industrial Civilization. A Report on the Corning (New York) Conference, held under the auspices of the American Council of Learned Societies and Corning Glass Works, May 1951. Edited by Eugene Staley. New York, Harper & Brothers, 1952. xvi, 368 pp. $4.

Parking

What Can and Should Be Done to Improve Detroit's Intolerable Downtown Parking Situation? A Panel Discussion. Detroit, Commercial Secretaries Association, 1952. 29 pp.

Planning

Joint Planning for Americans in Agriculture, Business, Labor and the Professions. (Report on joint meeting of National Planning Association's board and committee members.) Washington 6, D. C., National Planning Association, 1952. 30 pp. Illus.

Population Statistics

Mobility of the Population, for the United States, April 1950 to April 1951. Washington 25, D. C., U. S. Department of Commerce, Bureau of the Census, 1952. 15 pp.

School Enrollment, October 1951. Washington 25, D. C., U. S. Department of Commerce, Bureau of the Census, 1952. 13 pp.

Ports

1951 Yearbook, Toledo-Lucas County Port Commission. Toledo, Ohio, Commission of Publicity and Efficiency, *Toledo City Journal,* July 19, 1952, Supplement. 16 pp.

Price and Wage Control

Ending Price-Wage Controls. A Statement by the Program Committee of the Committee for Economic Development. New York 22, the Committee, 1952. 15 pp.

Public Health

American Health Directory. By Henry Hatton. (Lists organizations dealing with all phases of health—alcoholism, allergies, arthritis, biology, birth control, cancer, health councils, life insurance, medical care plans, rural health, sanitation, etc.) Washington, D. C., Public Affairs Press, 1952. 96 pp. $2.50.

Taxation and Finance

Compendium of State Government Finances in 1951. By U. S. Bureau of the Census. Washington 25, D. C., United States Government Printing Office, 1952. 70 pp. 35 cents.

State Gasoline Tax Aid for Purely Local City Streets. By Wallace Mendelson. Nashville, Tennessee Municipal League, 1952. Variously paged.

Tax and Expenditure Policy for 1952. A Statement on National Policy by the Research and Policy Committee of the Committee for Economic Development. New York 22, the Committee, 1952. 37 pp.

Two Decades of State Sales Taxes. Princeton, N. J., Tax Institute, *Tax Policy,* May 1952. 8 pp. 25 cents.

Traffic Safety

Operation Safety. Program Kits on Traffic Safety Promotion. Theme for September, **Child Safety;** Theme for October, **Night Traffic Hazards.** Chicago 11, National Safety Council, 1952. Variously paged.

Transportation

America Needs Sound Transportation. Summary of a Report of the Policy Administration Board, National Cooperative Project, to the Board of Directors, Transportation Association of America. Chicago 6, the Association, 1952. 35 pp.

The Crisis in Highway Transportation. By Pyke Johnson. (Address before the National Association of Manufacturers.) Detroit 2, Automobile Manufacturers Association, 1952. 14 pp.

Urban Rehabilitation

Progress or Decay? 'Downtown Blight' in the Nation's Capital. By Chalmers M. Roberts. (A series of articles reprinted from the Washington *Post.*) Washington, D. C., *The Post,* 1952. 8 pp.

Wages and Salaries

1952 Michigan Municipal Wages and Salaries — Supplement. Ann Arbor, Michigan Municipal League, 1952. 4 pp.

Old and New Mingle in San Antonio

San Antonio, site of the 1952 National Conference on Government November 17-19, is a city of historic charm and beauty. The warmth and friendliness of its people and its scenic attractions and entertainment features will make this year's Conference a memorable one.

Ancient buildings stand in the shadows of modern skyscrapers, providing unusual contrasts. Nestled in the heart of the mission country, San Antonio has a wealth of these structures which furnish a vivid picture of the days of the Franciscan friar. The famous Alamo, shrine of Texas liberty, is preserved in its original form in the business section.

A unique feature is the river with landscaped banks which winds through the heart of the downtown section.

San Antonio's recreational facilities include four golf courses, of which Brackenridge, scene of the annual Texas open tournament, is perhaps the most widely known.

The city is also a military center, with five of the country's greatest military posts and flying fields. League members will have an opportunity to visit Randolph, Lackland, Kelly and Brooks fields and Fort Sam Houston.

San Antonio recently installed the council-manager form of government and is experiencing a dramatic civic awakening which Conference-goers will be able to observe.

San Antonio is conveniently located to provide several post-Conference trips. Mexico is a short distance to the south, dude ranches in the hill country north of San Antonio provide informality and relaxation and the Gulf of Mexico furnishes opportunity for fishing, boating and swimming.

American Airlines and the Mexican National Railways are offering special rates for post-Conference vacation trips into Mexico.

A view of the beautified San Antonio River which winds through the heart of downtown San Antonio, showing the Arneson River Theatre.

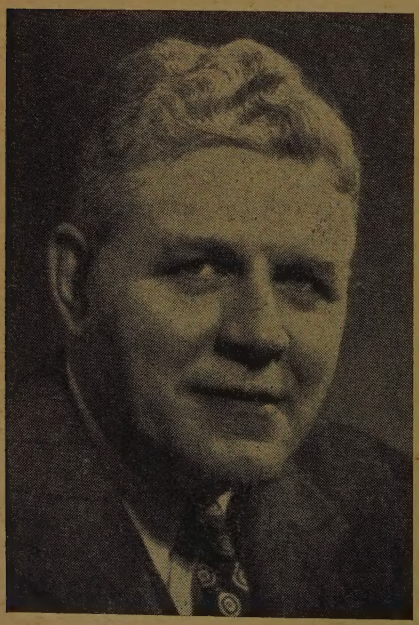
Cash, Noted Civic Leader, Drowns

Albert D. Cash, former mayor of Cincinnati, former member of the League's Council, and president of the Proportional Representation League, was drowned August 3 in Torch Lake near Bellaire, Michigan, when high waves upset the boat in which he and three companions were fishing.

Mr. Cash, long active in the City Charter Committee of Cincinnati, was first elected to the city council in 1937 and was serving his eighth term at the time of his death. He was chosen as mayor in 1948 and again in 1950.

He was a leader of a movement for a master plan for Cincinnati involving slum clearance, urban redevelopment, smoke control and traffic control and sparked formation of the Ohio Association of Cities to fight for reapportionment of the Ohio legislature to obtain fairer representation for cities.

Albert D. Cash



His wife, Elizabeth Cassatt Reid Cash, was herself a former member of the Cincinnati city council for one term, from 1943 to 1945. She was the only woman to be elected to the city council since Cincinnati adopted the proportional representation method of voting in 1924. (See also page 415.)

Oldest Member(?)

Among things which cheer up an office is a letter like the following:

"I have your letter and hasten to mail my annual dues as a member of the National Municipal League.

"I have sent the League this small check for something over 50 years and have no intention of discontinuing it."

This letter came from George McAneny, now retired and living in Princeton, New Jersey, who for more than half a century was one of New York's most prominent civic leaders. He has been newspaper man, banker and public official and has won numerous honors. In his early days he ran such organizations as the National Civil Service Reform League and the City Club of New York.

Among the public offices he held were those of president of the borough of Manhattan, president of the New York Board of Aldermen (acting as mayor of the city for several months) and chairman of the New York City Transit Commission.